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## LETTER OF PROMULGATION

Preserving life and property is the responsibility of local, state and federal government. Since different types of disaster can strike California at any time, the City of Orinda must provide safeguards which will save lives and minimize damage. Disaster preparedness planning and training will help us achieve that goal. While no plan can totally prevent death and destruction, trained personnel following a good plan will minimize losses.

The Orinda Emergency Plan is an integral step in the disaster preparedness planning process. It establishes an emergency organization; assigns tasks; provides guidance; specifies policies and general procedures; and, helps pull together the resources of various staff and services throughout the city. This plan has been prepared in an effort to effectively assign personnel and economically use resources for the maximum benefit and protection of our citizens in time of emergency.

I urge you to give your full support to this plan and ask all officers and employees, individually and collectively, to do their share in the total emergency effort of the City of Orinda.

  
\_\_\_\_\_  
Mayor

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## CITY MANAGER'S MEMORANDUM

This Emergency Plan is the result of many hours of planning among cities, county, state, federal and private agencies. Orinda faces multiple possible disasters. The hazards and the city's response to these hazards are described in the Basic Plan and the supporting annexes.

It must be readily understood that this is a document that should be read before a disaster strikes. Valuable time and possibly life-saving actions could be wasted if the plan is read during a disaster.

This is a dynamic document, changes will occur. As future hazards are identified they will be included in this plan. Changes that would alter the responses described in the plan, will require distributing updated material that would detail the new response actions. The Orinda Disaster Council will be responsible for getting the information to you. You will need to make sure the new data is properly inserted into the plan.

The Orinda Emergency Plan, 1991, supersedes the Orinda Multi-Hazard Functional Plan, 1987. It should be made available to and read by all City Staff and Disaster Council members.

Thank you for your continuing support for Disaster Preparedness in Orinda.

TOM SINCLAIR      10 JANUARY 1992  
Tom Sinclair, City Manager      Date

MEMORANDUM

TO : Mr. Tolson  
FROM : Mr. [illegible]  
SUBJECT: [illegible]

1. [illegible]

2. [illegible]

3. [illegible]

4. [illegible]

Very truly yours,  
[illegible]



ORINDA

EMERGENCY PLAN

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ORINDA EMERGENCY PLAN  
DISTRIBUTION LIST

It is the intent of the City of Orinda that this plan be distributed to all city departments, volunteer organizations, Disaster Council, adjacent communities, local school districts and other organizations that have a need to be aware of Orinda's Disaster Plan. Specific annexes of the plan may be copied and distributed to those organizations or individuals have a specific need for that portion of the plan. Unless otherwise specified, those on the distribution list will receive one copy of the plan.

CITY DEPARTMENTS

City Manager  
Finance Department  
Planning Department  
Police Department (2)  
Public Works (2)  
Recreation Department  
City Offices Reception Area (for convenient public access)  
City Council Members

SCHOOL DISTRICTS

Orinda Union School District  
Acalanes School District

LOCAL GOVERNMENT AGENCIES

Moraga  
Layfayette  
Contra Costa County Office of Emergency Services  
State Office of Emergency Services Region II

OTHER

Chair, Orinda Disaster Council  
Orinda Fire District  
Bay Area Rapid Transit (Emergency Planning Office)  
East Bay Municipal Utility District  
East Bay Regional Park District  
Pacific Gas and Electricity  
Radio Amateur Civil Emergency Services (RACES)

## DEFINITIONS

The following list provides an explanation of terms frequently used in the Orinda Emergency Plan. Some definitions have been taken directly from federal and state documents. Federal definitions are adapted from federal disaster relief laws, rules and regulations. State definitions are adapted from the California Emergency Services Act. All other definitions are based on terms developed through new operations and mutually agreed to, where applicable, between the State Office of Emergency Services, various local, state and federal agencies, and the private sector.

### **Aerial Reconnaissance**

A look at the damage from an airplane or helicopter. Contra Costa County Engineering Staff will view and assess the damaged area. The assessment includes gathering information on the type and extent of damage and identifying potential hazardous areas for further on-site inspections.

### **Avoidance**

To eliminate a hazard by using methods like relocating or prohibiting construction within an area susceptible to risk or danger. Other methods of avoidance are equally effective. (See Enclosure 4 of the Basic Plan.)

### **Casualty Collection Point (CCP)**

A location in the county or city that is used for gathering, sorting (triage), medically stabilizing and evacuating injured people. It also may be used for receiving outside medical resources (doctors, nurses, supplies, etc.). The site should include or be near an open area suitable for use as a helicopter pad whenever possible.

### **Construction Practices**

Codes, standards and specifications applicable to repairs, alterations or new construction of a facility or structure.

### **Crisis Relocation**

The organized relocation of people, in time of international crisis, from areas that are potentially at high risk from the direct effects of nuclear weapons to lower risk areas; and their reception, care and protection in such areas.

### **Decontamination or Contamination Control**

#### **Radioactive Materials**

The reduction (normally by removal) of radioactive material from a structure, area, person or object. Decontamination may be done by treating (e.g., washing down or sweeping) the surface and removal of the material. Contamination control is accomplished by isolating the area or object and letting the material stand so that the radioactivity is decreased by natural decay. Contaminated material may be covered to prevent redistribution and/or to provide shielding.



## Decontamination or Contamination Control

### Other Hazardous Materials

Decontamination is done by removing the material and/or changing their chemical nature to non-hazardous substances. The required decontamination depends on many factors. In general, the more harmful the contaminant, the more extensive and thorough decontamination must be. Less harmful contaminants may require less decontamination. The exact procedure to use must be determined after evaluating specific factors of the incident. By combining decontamination, the correct method of cleaning protective equipment, and the use of work zones, responders will minimize cross-contamination from protective clothing to wearer, equipment to personnel, and one area to another.

### Disaster Application Center (DAC)

Together, the Federal and State Coordinating Officers select and set up a center in or near the a disaster area. The purpose of this center is to provide disaster victims with a "one-stop" service station to meet their emergency and/or rehabilitation needs. It will usually be staffed by representatives of local, state and federal governmental agencies, private service organizations and certain representatives of the private sector.

### Disaster Field Office (DFO)

A central facility established by the Federal Coordinating Officer in or near the disaster area. It is used as a point of coordination and control for state and federal governmental efforts to support disaster relief and recovery operations.

### Disaster Service Worker (DSW)

Any person registered with a city or the County Disaster Council, or State OES to provide disaster services without pay. DSWs include registered volunteers and persons pressed into service during an emergency by persons authorized to command such service. Public employees are also DSWs who do receive pay for their services.

### Disaster Support Area (DSA)

A predesignated facility anticipated to be at the periphery of a disaster area, where disaster relief resources (labor and material) can be received, stockpiled, allocated, and dispatched into the disaster area. A separate portion of the area may be used for receiving and treating casualty evacuees before moving them to adequate medical care facilities.

### Disaster Welfare Inquiry (DWI)

A service that provides health and welfare reports about relatives and certain other individuals believed to be in a disaster area and when the people are relocated or normal communications are disrupted by the disaster.

### Economic Stabilization

The intended result of governmental use of direct and indirect controls to maintain and stabilize the nation's economy during emergency conditions. Direct controls include such actions as the setting or freezing of wages, prices and rents, or the direct rationing of goods.

Indirect controls can be put into effect by government through use of monetary, credit, tax or other policy measures.

#### Electromagnetic Pulse (EMP)

A large amount of energy is released by the detonation of a high altitude nuclear weapon. A small amount of this energy appears as a high intensity, short duration, electromagnetic pulse (EMP), somewhat similar to that generated by lightning. EMP can cause damage or malfunction in unprotected electrical or electronic systems. When nuclear weapons are detonated at high altitudes, EMP damage can occur almost instantaneously over very large areas. All unprotected communications equipment is susceptible to damage or destruction by EMP, including broadcast stations, radios, televisions, car radios and battery-operated portable transistor radios.

#### Emergency (State Definition - also see LOCAL and STATE OF EMERGENCY)

A situation of extreme peril to life and/or property, resulting from conditions other than war or labor controversy. These conditions are likely to exceed the local capability to control it without outside assistance.

#### Emergency (Federal Definition)

Any hurricane, tornado, storm, flood, high-water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, explosion or other catastrophe in any part of the United States that requires federal emergency assistance to help state and local efforts to save lives and protect public health and safety or to avert or lessen the threat of a disaster.

#### Emergency Broadcast System (EBS)

A system that enables the President and federal, state and local governments to communicate with the public through commercial broadcast stations in the event of a large natural technological disaster, or war-caused emergency. EBS uses the facilities and personnel of the broadcast industry on a voluntary organized basis. It is operated by the industry under rules and regulations of the Federal Communications Commission.

#### Emergency Management (also known as Direction and Control)

The provision of operational control and/or coordination of emergency operations at each level of government. This can include the actual direction of field forces or the coordination of joint efforts of governmental and private agencies supporting such operations.

#### Emergency Operations Center (EOC)

A facility used to centralize direction and/or coordination of emergency operations. An effective EOC must provide adequate working space and be properly equipped to accommodate its staff, have a capability to communicate with field units and other EOCs, and provide protection commensurate with the projected risk at its location.

#### Emergency Organization

Civil government augmented or reinforced during an emergency by elements of the private sector, auxiliaries, volunteers and people impressed into service.



### **Emergency Period**

A time period that begins with the recognition of an existing, developing or impending situation that poses a potential threat to a community. It includes preparedness, warning (where applicable) and impact phase and continues until immediate and later effects of the disaster no longer are a hazard to life or threat to property.

### **Emergency Plans**

Official and approved documents that describe principles, policies, emergency actions, methods and procedures to be applied in carrying out emergency operations or rendering mutual aid during emergencies. These plans include such elements as continuity of government, emergency functions of governmental agencies, mobilization and application of resources, mutual aid and public information.

### **Emergency Public Information (EPI)**

Information given to the public by official sources during an emergency, using broadcast and print media. EPI includes: (1) instructions on survival and health preservation actions to take (what to do, what not to do, evacuation procedures, etc.), (2) status information on the disaster situation (number of deaths, injuries, property damage, etc.), and (3) other useful information (state/federal assistance available).

### **Emergency Public Information System**

The network of information officers and their staffs who operate from EPI Centers at all levels of government within the state. The system also includes the news media through which emergency information is released to the public.

### **Essential Facilities**

Facilities required for maintaining the health, safety and well-being of the public following a disaster (e.g., hospitals, police and fire department buildings, utility facilities, etc.). These facilities may include buildings that have been designated for use as mass care facilities (e.g., schools, churches, etc.).

### **Evacuee**

An individual who moves or is moved from a hazard area to a less hazardous area with anticipation of return when the hazard becomes less dangerous.

### **Expedient Shelter**

Any shelter constructed in an emergency or crisis period on a "crash basis" by individuals, single families or small groups of families.

### **Fallout Shelter**

A habitable structure, or space, used to protect its occupants from radioactive fallout. Criteria (National Shelter Survey requirements) include a protection factor of 40 or greater, a minimum of 10 square feet of floor space per person, and at least 65 cubic feet of space per person. In unventilated underground space, 500 cubic feet of space per person is required.

### **Fallout Shelter Development**

The building of fallout shelters to eliminate existing or anticipated shelter deficits. During non-crisis periods this may include construction of single purpose fallout shelters, modifications to existing structures, or use of special procedures in new construction. During a crisis period, it would include shelter upgrading and expedient shelter construction.

### **Fallout Shelter Upgrading**

Actions taken to improve fallout shelter protection in existing facilities. Typical methods include placement of soil or other materials overhead and around walls to provide shielding from fallout, the construction of ventilation devices, and the blocking of apertures.

### **Federal Coordinating Officer (FCO) (Federal Definition)**

The person appointed by the President to coordinate federal assistance following an emergency or major disaster declaration.

### **Federal Disaster Assistance**

Provides assistance to disaster victims, state or local government by federal agencies under the provision of the Robert T. Stafford Act (previously known as the Federal Disaster Relief Act) and other statutory authorities of federal agencies. See Annex Q, Financial Recovery for further information.

### **First Aid Station**

A location within a mass care facility or Casualty Collection Point where first aid may be administered to disaster victims.

### **Governor's Authorized Representative (Federal Definition)**

The person named by the Governor in a Federal/State Agreement to execute, on behalf of the state, all necessary documents for disaster assistance, following the declaration of an Emergency or Major Disaster by the President, including certification of applications for public assistance.

### **Hazard**

Any source of danger or element of risk.

### **Hazard Area**

A geographically identifiable area in which a specific hazard presents a potential threat to life and property.

### **Incident Command System (ICS)**

A system designed for the on-scene management of emergencies resulting from natural or technological emergencies. ICS can be used during serious multi-disciplinary (fire, law, medical) emergencies or for operations involving a single jurisdiction with single or multi-agency involvement, or multi-jurisdiction/multi-agency involvement.

### **Institutionalized People**

People who reside in public or private group quarters rather than households, for example, residents of hospitals, nursing homes, orphanages, colleges, universities and correctional facilities. These

residents often lack household possessions or transportation, or require special care and custody.

#### **Joint Emergency Operating Center (JEOC)**

A facility staffed by representatives of local, state and federal agencies and private organizations. The center is usually located just outside the disaster area to coordinate and control multi-jurisdictional emergency operations within the disaster area and may have the capability of providing a communications link between any Mobile Emergency Operating Centers established in the disaster area and the State Operations Center in Sacramento.

#### **Land Use Regulations**

Both preventive and corrective restrictions on construction, repairs or alterations of facilities within specified areas. Preventive restrictions provide regulation of new land use. Corrective restrictions include: floodproofing, acquisition, insurance, and removal of non-conforming uses.

#### **Lifelines**

Includes the infrastructure (storage, treatment and distribution) for fuel, communication, and water and sewage systems.

#### **Limited Mobility Population**

People requiring transportation during emergency movement operations.

#### **Local Emergency (State Definition)**

A statement by an authorized county or city representative that proclaims the existence of a situation of extreme peril to life and/or property within the territorial limits of Contra Costa County or a city within the county. These conditions are likely to exceed the local capability to control it without outside assistance. For this proclamation, the disaster situation can be caused by air pollution, fire, flood, storm, epidemic, riot, earthquake or other conditions, except situations resulting from a labor controversy or war.

#### **Major Disaster (Federal Definition)**

Any hurricane, tornado, storm, flood, high-water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, explosions or other catastrophe in any part of the United States. The President makes this proclamation when the damage is severe and magnitude significant enough to warrant disaster assistance under the Robert T. Stafford Act (formerly known as the Federal Disaster Relief Act). This act provides resources above and beyond the emergency efforts and available resources of states, local governments, and disaster relief organizations. These federal resources are available to help alleviate the damage, loss, hardship or suffering caused by the disaster.

#### **Mass Care Facility**

A location, such as a school, where temporary lodging, feeding, clothing, registration, welfare inquiry, first aid and essential social services can be provided to disaster victims during the immediate/sustained emergency period.



**Master Mutual Aid Agreement (State Definition)**

The California Disaster and Civil Defense Master Mutual Aid Agreement made and entered into by and between the State of California, its various departments and agencies, and the political subdivisions of the state.

**Media**

Means of providing information and instructions to the public, including radio, television and newspapers.

**Medical Self-Help**

Medical treatment provided for the sick and injured by citizens and emergency forces in the absence of professional care.

**Mitigation**

To reduce, avoid, or protect against the expected effects of future Major Disasters or Emergencies.

**Multi-Purpose Staging Area (MSA)**

A predesignated location, such as a city/county/district fairgrounds, having large parking areas and shelter for equipment and operators, that provides a base for coordinated localized emergency operations, a rallying point for mutual aid coming into an area, and a site for post-disaster population support and recovery activities.

**Mutual Aid Agreement**

An agreement in which two or more parties agree to furnish resources and facilities and to render services to each and every other party of the agreement to prevent and respond to any type of disaster or emergency.

**Mutual Aid Region (State Definition)**

A subdivision of the state emergency services organization, established to promote coordination of mutual aid and other emergency operations within an area of the state consisting of two or more counties.

**Mutual Aid Staging Area**

A temporary facility established by the State Office of Emergency Services within or near affected areas. It may be supported by mobile communications and personnel provided by field or headquarters staff from state agencies, as well as personnel from local jurisdictions throughout the state.

**Operational Area (State Definition)**

An intermediate level of the state emergency services organization, consisting of a county and all political subdivisions within the county area. (Note: Use of the Operational Area is required during a war emergency.)

**Planning Zone**

A subdivision of a county consisting of: 1) a city; 2) a city and its sphere of influence in adjacent unincorporated areas; 3) a portion of the unincorporated area of a county; 4) a military installation; 5) a state facility such as a correctional institution. Zoning simplifies the process of collecting and compiling data according to geographical location.



**Political Subdivision (State Definition)**

Includes any city, city and county, county, district or other local governmental agency or public agency authorized by law.

**Protection Factor (PF)**

A number used to express the relationship between the amount of fallout gamma radiation that would be received by an unprotected person and the amount that would be received by a person in a shelter. Occupants of a shelter with a PF of 40 would be exposed to a dose rate 1/40th (2-1/2%) of the rate to which they would be exposed if unprotected.

**Public Information Officer (PIO)**

An individual responsible for releasing accurate official information to the public through the news media.

**Radioactive Fallout**

The process or phenomenon of radioactive particles falling back to the earth's surface from a cloud of formed by a nuclear detonation. The term is also applied in a collective sense to the contaminated particulate matter itself. The early (or local) fallout is defined, somewhat arbitrarily, as those particles reach the earth within 24 hours after a nuclear explosion. Delayed (worldwide) fallout consists of the smaller particles that ascend into the upper troposphere and into the stratosphere and are carried by the winds to all parts of the earth. Delayed fallout is brought to earth mainly by rain or snow, over extended periods ranging from months to years with little associated hazard.

**Radiological Operations**

The organized effort, warning, detection, and preventive and remedial measures, to minimize the effect of nuclear radiation on people and resources.

**Radiological Officer (RO)**

This is a person assigned to the Contra Costa County Emergency Management Team who is responsible for monitoring radiological operations. The RO is the principal advisor to the Emergency Services Director and other officials on matters pertaining to radiological operations.

**Radiological Monitors (RM)**

These are city and county staff trained to measure, record and report radiation exposure and exposure rates; provide limited field guidance on radiation hazards associated with operations to which he/she is assigned; and perform operator's checks and maintenance on radiological instruments.

**Reception and Care Center**

A facility established in a reception area to receive and process incoming relocatees, assign them to lodging facilities, and provide them with information on feeding, medical care and other essential services.

**Reception Area**

An area that, because of a hazard analysis and related preparedness planning, is predesignated to receive and care for (or provide basic needs for) people displaced from a hazard area.

Example: An area at the periphery of a dam failure inundation area that can accommodate evacuated people if needed.

**Reduction**

To diminish the strength and intensity or lessen the size, amount and extent of damage resulting from a Major Disaster or Emergency or the expected results from future disasters.

**Relocatee**

An individual who is relocated from a hazard area to a reception area with the possibility of not returning.

**Remedial Movement**

The post-attack or post-event movement of people to better protected facilities or less hazardous areas.

**Remedial Operations**

Actions taken after the onset of an emergency to offset or reduce its effects.

**Rescue Group**

Two or more rescue teams responding as a unified group under supervision of a designated group leader.

**Rescue, Heavy**

Rescue requiring heavy lifting, prying or cutting, and/or consisting of several tasks that require involvement of two or more teams working concurrently.

**Rescue, Light**

Rescue not requiring use of heavy lifting, prying or cutting operations and not more than one rescue team to finish in one hour.

**Rescue Team**

Four or five personnel organized to work as a unit. One member is designated team leader.

**Rescue Vehicle, Heavy**

A mobile unit equipped to support two or more rescue teams involved in heavy rescue operations.

**Rescue Vehicle, Light**

A mobile unit equipped to support one rescue team involved in light rescue operations.

**Search**

Systematic investigation of area or premises to determine the presence and/or location of people entrapped, injured, immobilized or missing.

### **Search Dog Team**

A skilled dog handler with one or more dogs trained especially for finding people entrapped sufficiently to preclude detection by sight or sound. (NOTE: Search dogs are usually owned by their handler.)

### **Sensitive Facilities**

Facilities in reception areas that will not normally be used as lodging facilities for relocatees. These facilities are either considered unsuitable or are required for essential activities (food establishments, fire stations, banks, radio stations, service stations, etc.). But, if any of these facilities provide adequate protection against radioactive fallout, they may be used as fallout shelters.

### **Service**

An organization assigned to perform a specific function during an emergency. It may be one department or agency if only that organization is assigned to perform the function, or it may be two or more normally independent organizations grouped together to increase operational control and efficiency during the emergency.

### **Shelter Complex**

A geographical grouping of facilities to be used for fallout shelters when such an arrangement serves planning, administrative and/or operational purposes. Normally, a complex will include a maximum of 25 individual shelter facilities, within a diameter of about 1/2 mile.

### **Shelter Manager**

An individual who provides for the internal organization, administration and operation of a shelter facility.

### **Standard Operating Procedures (SOP)**

A set of instructions having the force of a directive, covering those features of operations that lend themselves to a definite or standardized procedure without loss of effectiveness.

### **State Coordinating Officer (SCO) (Federal Definition)**

The person appointed by the Governor to act for the state in cooperation with the Federal Coordinating Officer.

### **State Emergency Plan**

The State of California Emergency Plan as approved by the Governor.

### **State of Emergency (State Definition)**

A statement by the Governor that proclaims the existence of a situation of extreme peril to the safety of people and/or property within the state. These conditions are likely to exceed the local capability to control it without outside mutual aid assistance through the mutual aid regions to combat the disaster. For this proclamation, the disaster situation can be caused by air pollution, fire, flood, storm, epidemic, riot, earthquake or other conditions, except situations resulting from a labor controversy or "STATE OF WAR EMERGENCY".

**State of War Emergency (State Definition)**

The condition that exists immediately, with or without a proclamation by the Governor, whenever the state or nation is attacked by an enemy of the United States, or upon the receipt by the state of a warning from the federal government that such an enemy attack is probable or imminent.

**State Operations Center (SOC)**

A facility established by the State Office of Emergency Services Headquarters for coordinating and supporting operations within a disaster area. From this location, SOC staff control the response efforts of state and federal agencies that are supporting local governmental operations. The SOC will be staffed by representatives of state and federal agencies and private organizations, and will be able to provide a communications link to a Joint Emergency Operating Center established on the periphery of a disaster area and to any Mobile Emergency Operating Centers established in the disaster area.

**Stay-Put**

A resident in a hazardous or potentially hazardous area who refuses to relocate during a directed relocation, or who is too ill or infirm to be evacuated.

**Traffic Control Points (TCP)**

Places along routes that are manned by emergency personnel to direct and control the flow of traffic.

**Volunteers**

Individuals who make themselves available for assignment during an emergency. These people may or may not have particular skills needed during emergencies and may or may not be part of a previously organized group.



## Part One

### BASIC PLAN

#### 1.0 PURPOSE OF AN EMERGENCY PLAN

On the evening of October 17, 1989, millions of people prepared to watch the World Series. Many people left work early to be sure to catch the announcers' opening remarks and get comfortable for what was sure to be an event. Little did anyone know what would happen at 5:04 pm. That is when nature reminded everyone how unpredictable disasters could be.

Citizens, schools, governments, businesses, volunteer agencies, and countless others learned many lessons from the Loma Prieta Quake. Preparedness efforts paid off for those agencies and citizens that planned, trained, and remembered that a disaster could strike at any time. This Emergency Plan defines the potential disasters that exist in Contra Costa County and in Orinda, how the city will organize, how personnel should prepare, who else could be involved with emergency response actions, how existing programs could be used, and how agencies will respond.

Disasters are extraordinary emergency situations caused by natural events, technological error or social unrest. This plan focuses on these large-scale disasters that often require beyond normal response. Such disasters can affect the well-being of large numbers of people.

#### Hazards

Earthquakes are not the only potentially disastrous event that Orinda faces. After conducting a hazard analysis of the area, the city is aware of eight major threats. The Orinda Emergency Plan describes these threats in Appendix 5 to the Basic Plan. The eight hazards include:

- Earthquakes
- Flood
- Landslides
- Wildfire
- Hazardous Materials
- Dam Failure
- National Security
- Major Transportation Accident

#### Authority

The California Emergency Services Act (1970, amended 1986) gives Orinda the authority to conduct emergency operations. Such action can take place following a proclamation of an emergency by the City Council and/or the City Manager, or in response to situations that could develop into a disaster. The California State Emergency Plan (1989), describes the functions and operations of government at all levels during extraordinary emergencies, including national security situations.

Section 8568 of the Act states: "The State Emergency Plan shall be in effect in each political subdivision of the State, and the governing body of each political subdivision shall take such action as may be necessary to carry out the provisions thereof."

The Orinda Emergency Plan is an extension of the California Emergency Plan.

For more information about the authorities that establish an emergency organization or give the city extraordinary powers during disasters, turn to **Basic Plan, Enclosure 1** for a list of references, **Annex L** for the legal authorities and issues, or the **State Emergency Plan**, for a summary and copy of the **State Emergency Services Act**.

## 2.0 EMERGENCY PLAN OBJECTIVES

The City of Orinda is responsible for identifying the potential disasters the citizens face, develop a plan of action to minimize damage and injury during a disaster, and communicate to the public about what has been done and what else can be done. The City of Orinda seriously accepts these responsibilities, to protect and serve its citizens. When the next disaster strikes, the city emergency organization will be active immediately.

The Orinda Emergency Plan:

- Describes the city's planned response to natural and technological disasters.
- Describes eight potential disasters that could strike the city.
- Defines an Emergency Management Organization; identifies an Emergency Services Director and city departments and/or volunteers that belong to the Emergency Management Staff.
- Identifies what jobs need to be done and assigns staff who are responsible for the necessary actions.
- Identifies what level of government responds to local disasters.
- Identifies others that support emergency organizations, such as volunteer and noncity agencies.
- Helps others understand the city emergency organization and planned response.
- Describes how other outside agencies and citizens can be called upon and used during a disaster.
- Gives guidance for different education and training programs.

- Considers how the existing government response can continue if key personnel are missing or cannot respond.
- Outlines references for more detailed information.

### Basic Plan - Part One

The Basic Plan describes how effective disaster response begins before a disaster strikes. Prior planning for various types of disasters will help the city emergency organization meet the needs of the citizens when a disaster hits. The Basic Plan also outlines: how disaster planning does not "just happen," but progresses from a preparedness level to disaster response and into recovery; what general actions are taken to manage and recover from the disaster; how the city departments and outside support form an Emergency Management Organization; how the city trains for disasters; how the city can operate without key personnel; and what potential disasters the city faces.

### Annexes - Part Two

To manage an effective emergency organization, studies of past disaster responses to a variety of situations, determined what primary emergency actions took place. In preparing the Orinda Emergency Plan, 23 functions were identified. These 23 jobs are detailed in separate annexes. Most of these functions will be performed by the city. However, some functions are more appropriately performed by the county because it has the staff and resources; Annex A outlines which functions are city and which the county will perform. Each has its own set of objectives to carry out.

### Operations Guides - Part Three

To support and carry out the objectives of each annex, the Operations Guides identify the primary agency responsible for completing the annex tasks and those agencies that can support the operations. The guides also include a list of emergency actions for the agency (agencies) to complete before, during and after a disaster strikes. To carry out the assigned tasks, key personnel and facilities are referenced.

### Resource Manual (created, managed, and published separately)

The Contra Costa County Resource Manual contains data such as resource lists, key contact persons, and where to locate the vendors or services. Resources in Orinda are included in the Resource Manual. In addition to the County Resource Manual, the City of Orinda Director of Finance has a list of private and public resources that may be available during a disaster.



### 3.0 ACTIVATING THE EMERGENCY PLAN

This plan is active at all times. The City Emergency Management Organization is identified and meets regularly throughout the year to discuss emergency procedures. As a training tool, the plan is a guide to teach city personnel their responsibilities and provide policy and procedural direction for completing assigned tasks. City management personnel are required to know this plan exists and understand this material before a disaster occurs. Each department manager is responsible for creating departmental procedures for disasters.

Under the following conditions, response to emergency conditions is required (as identified in the California State Emergency Services Act, 1970):

- When the Governor proclaims a State of Emergency in an area including Orinda.
- When a State of War Emergency or a threat to National Security exists, as defined by the California Emergency Services Act.
- When the President declares a National Emergency.

Certain city officials have the authority to call city employees into an emergency response mode (as identified by City Ordinance 90-7):

- City Council.
- City Manager.
- Alternates to the City Manager.

### 4.0 EMERGENCY ACTIONS

In view of the city's vulnerability to disasters, Orinda city management will emphasize emergency planning; training full-time, auxiliary and reserve personnel; public awareness and education; and assure the adequacy and availability of sufficient resources to cope with disasters. Mitigation measures are vital to try to reduce losses from disasters. Such measures may include the development and enforcement of appropriate land use, design and construction regulations (see Enclosure 2, Hazard Mitigation).

Actions taken to respond to a disaster must consider everything from minimal activity to total reaction to destructive events; the worst-case scenario: a major earthquake. Problems such as national security also require significant attention and response. Actions taken during peacetime emergencies and national security problems can be similar. These are combined as much as possible. If anyone threatens the use of unconventional weapons, Annex R outlines the special tactics that may be required.

## Periods of Response

To prepare for all possible disaster situations, this plan identifies three response periods:

- Preparedness.
- Emergency.
- Recovery.

The emergency period is further divided into two phases: Pre-Impact (or warning) and Immediate/sustained phase.

### Preparedness Period

Preparedness involves activities taken before an emergency. Agencies given emergency responsibilities in this plan will prepare and maintain supporting plans, Standard Operating Procedures (SOPs), resource lists, and checklists outlining how personnel and resources will be managed in a disaster. Such plans and procedures should be coordinated, and outline how to work with other cities and the county.

Each city department will be required to coordinate the training of department personnel on personal preparedness for home and work. City departments will also be responsible for creating and maintaining departmental emergency action plans. These department plans will outline what personnel are necessary to maintain operations following a disaster, how city offices will remain in operation during an emergency, how ongoing departmental operations relate to disaster response, and how personnel will ensure departmental records are safe.

Preparedness activities should include the provision and use of mutual aid resources. (See Enclosure 3, Mutual Aid.) Additional activities may include developing hazard analysis and mutual aid agreements and improving emergency public information and emergency communications systems. These activities should be coordinated with the City Emergency Preparedness Coordinator.

### Emergency Period

Some emergencies have a buildup period that, if recognized and used, can provide advance warning to the population groups that might be affected. Other emergencies occur with little or no advance warning. These require immediate action and commitment of the city's resources just prior to or after the onset of the emergency. All agencies must be prepared to respond promptly and effectively to any foreseeable emergency.

### Pre-Impact Phase

This phase could begin upon receipt of an accredited long-term earthquake prediction (see the State Earthquake Prediction Response Plan, 1990), the receipt of a flood advisory that could impact the city, or a rapidly deteriorating international situation that could lead to a possible nuclear attack upon the United States. Actions will include reviewing and updating plans, SOPs and resource information, increasing public information efforts, accelerating training programs, inspecting, moving equipment, and taking other measures. Auxiliary and reserve forces will be called up. Elected and management officials will be briefed, communications and warning equipment tested and information released to the public.

Most actions to be taken during the buildup period of a crisis are designed to increase the city's ability to respond to the disaster and protect people. Response actions could be based on developing situations associated with a:

- Slow-rise flood
- Warning of an imminent volcanic eruption
- Hazardous materials incident
- National Security emergency
- Possible dam failure
- Approaching wildland fire
- Short-term earthquake prediction.

Actions taken during this phase may concentrate on preparing to move people from identified hazard areas to safer, lower risk areas. When moving people, follow-up actions are required to provide food, lodging and shelter for the people in the reception areas.

### Immediate/Sustained Impact Phase

Immediate actions concentrate on controlling the situation, saving lives, and minimizing the effects of the disaster. Immediate response is done within the affected area by county or city agencies and the private sector. County and/or city Emergency Operations Centers are opened, immediate disaster care begun, and emergency public information given to the public. Each element of the city emergency management organization will operate according to the appropriate annex in this plan and any pertinent SOPs.

Spot reports of the situation are shared among the city emergency organizations. Public information focuses on how severe the damage appears to be, while monitoring the media and public inquiries for rumors. Assessments of resource and utility damages begin.



Sustained actions include lifesaving and property-protecting activities. Attention can be given to other priorities. Emphasis will be given to help displaced people and secure dangerous areas. Activities during this phase include: reestablishing the medical treatment system; operating mass care facilities; registering displaced people; reuniting family members; and detailing damage reports.

Assistance from outside sources may come more rapidly. Plans for handling incoming mutual aid will help deliver resources to the highest priority situations. Staging areas and field management will be important.

## Recovery Period

Recovery operations should begin when disaster response begins. Planning for recovery operations should begin in the preparedness phase. If departmental disaster response and recovery operations occur together, the city will be able to establish claims quicker and begin to recover from the disaster sooner. Documenting actions would be easier to manage at the start of the disaster response, rather than trying after the disaster to remember how, when and where events took place. Details of actions would be lost using memory. The details of how, when, where and the cost of resources are necessary for the claims process after a disaster. (See Annex Q for more details.)

Recovery actions attempt to return living conditions to the predisaster state and restore life support systems, such as medical, health, sanitation, water, and power. During this period damage assessments become more refined, Disaster Applications Centers (DACs) are set up for the public, and hazard mitigation surveys begin. During recovery, plans should begin to review ways of averting future emergencies by reviewing or creating new building codes, land use permit changes, etc.

## 5.0 EMERGENCY IMPACT

Not all disaster situations require a complete commitment of city resources. Some disaster situations, such as a flood, will affect one department more than other departments. To determine which portions of the city's Emergency Management Organization should respond to an emergency, three impact levels have been set. The severity of the situation and the availability of resources determine the level. Each level can progress into the next highest.

### Level I Emergency

A minor to moderate incident occurred, or warning is posted. Local resources are adequate and available. A Local Emergency may or may not be proclaimed. Minimum staff required. Coordination with other agencies is necessary.

Examples:

- \* Small airplane crash
- \* Earthquake: <5.0 on Richter Scale
- \* Limited hazardous materials release/spill, not requiring evacuation
- \* Heavy rainfall/minor flooding/unusual winter storm, i.e. snowfall
- \* Wildland fire
- \* Warnings of national or local problems.

**Level II Emergency**

A moderate to severe situation occurred. Local resources are not adequate and mutual aid may be required from outside the city. A Local Emergency will be proclaimed and a State of Emergency might be proclaimed. A significant number of staff are needed.

Examples:

- \* Dam failure
- \* Earthquake (5.0 to 6.0 on Richter Scale)
- \* Evacuation of people due to hazardous materials spill/release, flooding, etc.
- \* Landslides or other hazards caused by heavy rains or other storms

**Level III Emergency**

A disaster occurred. Resources in or near the affected area are overwhelmed and extensive state and/or federal resources are required. A Local Emergency and a State of Emergency will be proclaimed and a Presidential Declaration of an Emergency or Major Disaster will be requested.

Examples:

- \* Earthquake (greater than 6.0)
- \* State of Emergency
- \* State of War Emergency or Increased National Security

**National Security Emergency**

Because of the serious consequences of a threatened terrorist activity and social unrest in many countries, this Emergency Plan must outline National Security considerations. National Security preparedness includes Nuclear Civil Protection (NCP) plans and special responses to:

- Relocate people from potential hazard areas to safe reception areas, if time allows.
- Identify the best available shelter from direct weapons effects for those people remaining in hazard areas.

- Improve the fallout shelter capability in safe reception areas by emergency upgrading of already existing buildings and/or by emergency construction of expedient shelters.
- Give the citizens information about how to conduct in-place protection using materials at hand.

Population relocation is the preferred option in an attack emergency because of the shortage of direct effects shelters in hazard areas. However, limited warning time and other circumstances might prevent relocation or allow only partial movement of people. In such instances, people remaining in hazard areas will need the best available in-place protection. People remaining in or authorized to commute to hazard areas will also need protection.

Operations during nuclear or biological emergencies will be governed by essential actions relating to pre-impact or preparedness activities, relocation (if ordered and time permits), and attack (with or without warning). See Annex R for more details and the specific emergency actions required of each emergency management team member.

## 6.0 EMERGENCY MANAGEMENT ORGANIZATION

The overall emergency organization consists of all levels of civil government and some private sector organizations. Management begins at the scene of the disaster, to the local coordinating center, on up through the county, to the State Office of Emergency Services Region II, to State OES in Sacramento, and finally rests with the governor. The emergency organization may use the extraordinary powers provided by the State Emergency Services Act to coordinate emergency operations, including incoming mutual aid, and direct supplies and resources to combat and recover from the disaster.

This Emergency Plan outlines management from the scene, to the local and/or county level, and onto the State OES Regional Office. For further information regarding possible state or federal response, see the State Emergency Plan (1989).

### Disaster Service Workers

All government employees are part of the emergency organization and considered to be Disaster Service Workers (DSW). The State Labor Code allows others to become Disaster Service Workers:

- Private agencies and organizations that have essential emergency roles and resources.
- People brought in to service, who have been duly registered.



## Disaster Scene Management

The Incident Command System (ICS) structure is based around five principal activities performed at any scene. These are: Command, Operations, Planning, Logistics and Finance. The ICS Organization allows for rapid expansion to meet the needs imposed by the incident. The ICS can be used during any serious multi-agency (e.g., fire, law, medical) emergency, and is particularly useful for any kind of incident involving multiple jurisdictions and agencies.

Some incidents, particularly those involving hazardous materials, can escalate to large emergencies requiring further activation of the emergency management system. In significantly large emergencies, one or more Incident Command Posts may be established to assist in managing emergency operations. This form of on-scene management is further described in **Annex A, Managing Emergency Operations, Enclosure 1.**

Most agencies and cities within Contra Costa County have begun to adopt the ICS form of scene management. The State Office of Emergency Services (OES) recommends that all jurisdictions adopt this form of management at the scene and in the Emergency Operations Centers (EOC). This would establish a common system from the scene to the local EOC, to the county EOC, to Region II, throughout the state. All jurisdictions would benefit if they all adopted the Incident Command System. Everyone responding to a disaster would use the same terminology, understand the operations in other jurisdictions, and incoming people from other places could "walk-in" and help.

At this time most Contra Costa County emergency response agencies use the ICS program for scene management.

## Orinda

The City of Orinda is responsible for managing emergencies and disasters within its boundaries. The county responds to local emergencies for the unincorporated areas. Orinda has identified its own emergency management organization, developed an emergency plan, created resource lists, and staffed an Emergency Operations Center (EOC) to manage disaster response. This helps coordinate any support the city may need from the county and vice versa.

Orinda relies upon the county daily for special services, such as ambulance, medical resources, and public and environmental health. During a disaster of any size, Orinda would not be able to assume these responsibilities completely would continue to rely upon the county departments to provide these services.

To support county assistance Orinda has identified a staff member of the city emergency management organization to contact, maintain communication,

and coordinate actions with the county staff responsible for managing that county service. For instance the city would contact county health to determine the availability of medical assistance during a level III disaster. The county will respond within its abilities.

In a large-scale disaster, such as a major earthquake, the county departments that provide services to Orinda will respond within the list of priorities established by the county emergency management organization. The city in need will be given information and assistance as county resources are available and priorities are addressed.

Orinda has adopted a modified version of the Incident Command System (ICS) to be used in the EOC. Most of the other cities in the county have also adopted ICS. This greatly facilitates coordination with other jurisdictions during disasters. (See explanation of ICS above; for a more detailed explanation of ICS, see **Annex A, Enclosure 1.**)

### **Contra Costa County**

The Contra Costa County Emergency Management Organization is responsible for the unincorporated areas of the county, and assumes the same responsibilities for the unincorporated area as the cities do for the residents of a city. During a State of Emergency, Local Emergency, or situation that affects more than the unincorporated areas or one city, the county manages requests for mutual aid. The county will coordinate mutual aid throughout the county, with neighboring jurisdictions, and to or from State OES Region II. If the County Emergency Management Team is not fully active, the Contra Costa County, Office of Emergency Services (OES), will function as a central coordinating center until the County Emergency Operations Center (EOC) opens.

The County Administrator (Emergency Services Director), or alternate, will have the responsibility for coordinating and supporting emergency operations throughout the county. The Director responds to any questions posed by the Board of Supervisors or County Disaster Council members. Most department directors are present in the county EOC and support the Director.

At this time the Contra Costa County EOC does not operate under the ICS form of management. It operates under a emergency service management system, which has been effective in recent disasters. Depending on the type of service the county department or private organization is responsible to provide, the department manager and support staff are located in the County EOC or a support operations center. The organization is based upon four principal activities: Direction and Control, Staff Sections (support to Direction and Control), Emergency Services (departments that have field activities in progress), and Resource Management (agencies that support field actions).

## Operational Area

Contra Costa County will function as an Operational Area during a State of War Emergency or National Security Incident. Section 8605 of the Emergency Services Act designates each county as an Operational Area. Use of the Operational Area to coordinate emergency activities and to serve as a link in the communications system is required in a State of War Emergency. Upon Operational Area activation, the County Administrator, designee, or alternate designated by County Ordinance, functions as the Operational Area Coordinator and will have responsibility for coordinating and supporting emergency operations countywide. The Area Coordinator and supporting staff will make up the Operational Area Emergency Management Staff.

The State Office of Emergency Services and the State Emergency plan recommend that Operational Areas be used during Level III emergencies, when severe disruption of normal operations has occurred, and significant federal and state resources are needed. The political subdivisions within Contra Costa County may agree to this designation, or the California State Office of Emergency Services may delegate this position.

## Mutual Aid Region

The State of California is divided into six OES Mutual Aid Regions, as shown in the State of California map (on page 12). Managers of these region offices and their staffs (designated state agency representatives) will make up the Regional Emergency Management Staffs and will coordinate and support local emergency operations at the request of Contra Costa County. Contra Costa County is located in Mutual Aid Region II.

State OES Region II located at 360 Civic Drive in Pleasant Hill staff may activate the regional office as an EOC to support the State Operations Center (SOC) in Sacramento. During the Loma Prieta Quake response in 1989, Region II EOC staff managed activities using the Incident Command System.

For more information on the State of California Emergency Management Organization or expected assistance from federal resources, see the **State Emergency Plan (1989)**.

## 7.0 DISASTER FUNCTIONS AND ASSIGNMENT SUMMARIES

In this plan, City and County emergency operations are divided into the emergency functions shown on the following pages. For specific details on what each function does, the primary and support agencies responsible to complete the tasks, the policies and procedures of the function, and the specific emergency actions to be completed by the staff, see **Part Two, Functional Annexes** to this plan. The appropriate annex is noted in parenthesis() beside the function title.



**Managing Emergency Operations (Annex A)**

Provides for the management and coordination of emergency operations, whether it be the actual management of forces in the field, or coordination of the joint efforts of governmental and private agencies in supporting such operations.

**Fire and Rescue Operations (Annex B)**

Limits the loss of life and property from fires and other emergencies and provides emergency medical care and rescue of people.

**Law Enforcement and Traffic Control Operations (Annex C)**

Provides for the protection of life and property; enforces applicable laws, orders and regulations; and provides traffic control on designated highways, streets and roads.

**Medical Operations (Annex D)**

Provides care and treatment for the ill and injured during a disaster.

**Public Health Operations (Annex E)**

Provides public health and environmental sanitation services.

**Coroner Operations (Annex F)**

Identifies and provides appropriate disposition of human remains.

**Care and Shelter Operations (Annex G)**

Provides for the basic human needs of residents, and people within established shelters.

**Movement Operations (Annex H)**

Provides for the evacuation and relocation of people from threatened or affected areas.

**Rescue Operations (Annex I)**

Carries out coordinated search and rescue operations, immediate care, and safe, removal of entrapped, injured and/or isolated people.

**Construction and Engineering Operations (Annex J)**

Provides for the procurement, distribution and use of construction and engineering resources.

**Supply and Procurement Operations (Annex K)**

Provides for the procurement, distribution and use of essential resources and services.

**Legal Advisor (Annex L)**

Provides legal issues related to emergency operations.

**Damage Assessment Operations (Annex M)**

Provides for assessing damage to public and private facilities.

#### **Communications Operations (Annex N)**

Outlines the procedures for initial notification and ongoing technical issues related to emergency operations.

#### **Emergency Public Information Operations (Annex P)**

Outlines the procedures and systems to disseminate Emergency Public Information.

#### **Recovery Operations (Annex Q)**

Describes the necessary actions to return the affected area to pre-emergency state.

#### **Radiological Operations (Annex R)**

Outlines actions needed for response to a radiological crisis.

#### **Situation Analysis Operations (Annex S)**

Describes the actions and procedure necessary to gather and analyze field information.

#### **Transportation Operations (Annex T)**

Establishes actions to contact public and private transportation agencies to assess transit systems and gather resources.

#### **Utilities Operations (Annex U)**

Outlines procedures to support continued operation of water, gas and electric services.

#### **Volunteer/Personnel Operations (Annex V)**

Provides for a system to coordinate and allocate nonessential city personnel and manage volunteers.

#### **Animal Services Operations (Annex W)**

Provides for meeting governmental responsibilities for animals.

#### **Guide for City Council (Annex Y)**

Detailed responsibilities of all agencies and private organizations are provided in Annexes to this plan.

### **8.0 CONTINUITY OF GOVERNMENT**

A major disaster or nuclear attack would push Orinda beyond the responsibility and activity of day-to-day business. Disaster response would require an extraordinary extension of normal responsibility and action. The city could experience great loss of life and property, the death or injury of key government officials, and/or the partial or complete destruction of established seats of government, and public and private records essential to continue government and industry operations. To help preserve law and order and to continue or restore local services, it is essential for Orinda to continue normal operations during and following disasters.

Cities, counties and state government are responsible for providing continuity of leadership, authority and adequate direction of emergency and recovery operations. This requires each level of government to identify alternates to elected officials, the county administrator or city manager, and department leaders in addition to maintaining an emergency management plan and other plans to continue daily operations during disaster response. The California Government Code (sections 8635 to 8643) and the State Constitution provide legal authority for the continuity and preservation of state and local government.

The Legal Annex (Annex L) Operations Guide provides details on the alternates to the City Council and the City Manager. To ensure the city's ability to continue operations through a disaster the city departments will create individual departmental emergency action plans.

### Departmental Emergency Action Plans

Disaster response will have priority over most city operations. Personnel designated as nonessential for ongoing departmental activity will be made available to assist with emergency operations in departments given primary disaster responsibilities. To continue effective activities in those city departments that continue operation, all city departments will create and maintain emergency action plans. These plans are different from the City Emergency Plan because they describe how normal services can be provided or resumed during a disaster period. Each department should develop these plans which would:

- Identify alternates to the department/division director and what primary and alternate staff are needed to sustain normal department operations during a time of emergency.
- Allow all other staff to be available to the Volunteer/Personnel Operations (Annex V) staff. These city personnel may then be redirected to activities that support emergency operations.
- Outline procedures taken by city personnel to assure department records are safe, including off site storage of data.

### 9.0 PUBLIC AWARENESS AND EDUCATION

To support the emergency management staff and the planned response outlined in this plan, the public must understand what they need to do in a disaster. The public's response to any emergency is based on learning the potential hazards, the nature of the emergency, the likely response of emergency services, and knowledge of what individuals and groups should do to increase their chances of survival and recovery.

Public awareness and education prior to any emergency is crucial to the success of this plan and the public information efforts during and after the emergency.



Orinda city management emphasizes emergency planning, public education and training. The predisaster awareness and education programs are viewed as equal in importance to all other preparations for emergencies and receive adequate attention from the city. Neighborhood disaster preparedness meetings and the "Ready or Not" Program educate Orindans on many areas of disaster preparedness. "TAKE CHARGE" meetings, open meetings for Orindans, have included disaster preparedness as topics of discussion.

Disaster awareness presentations may be arranged by contacting Contra Costa County OES who maintains a Speakers Bureau and schedules presentations for public and private agencies when requested. All eight hazards are presented in these programs. Additionally, each year the city participates in the annual state earthquake preparedness month. Information used in these programs use data from local, state and federal officials to ensure their contribution to emergency preparedness and response operations.

Upon the proclamation of a Local Emergency, the City Emergency Services Director works with the Public Information Officer to disseminate emergency public information. See Annex P, Emergency Public Information, about the emergency public information procedures set for response to disasters.

## 10.0 TRAINING, TESTS, AND EXERCISES

The Orinda Emergency Management Organization is dedicated to providing efficient and timely response during emergencies. This Emergency Plan is a good first step toward that objective; but, planning alone will not guarantee preparedness. Training and exercising is essential at all levels of government to make emergency operations personnel operationally ready.

The best method of training the city's staff to manage emergency operations is through exercising. Frequent exercises allow city personnel to become thoroughly familiar with the procedures, facilities and systems that will be used in emergency situations.

Three different types of exercises are used to keep the city emergency staff up to date in disaster response. Tabletop exercises introduce city staff to disaster related problem situations for discussion and problem solving. These exercises check the city's existing policies and procedures.

Functional exercises simulate emergencies. They typically involve the Emergency Management staff and are designed not only to exercise procedures, but also to identify the readiness of personnel, test communications and check EOC capabilities. These exercises are usually conducted at the EOC, but can be used in field exercises. These type of exercises are conducted annually in cooperation with Contra Costa County OES.

Full-scale exercises also simulate emergencies, but include actual field activity, where functional exercises do not. These programs typically involve the complete emergency management staff and field response. Full scale exercises

check the field's capability to work with the management team. These are scheduled every four years.

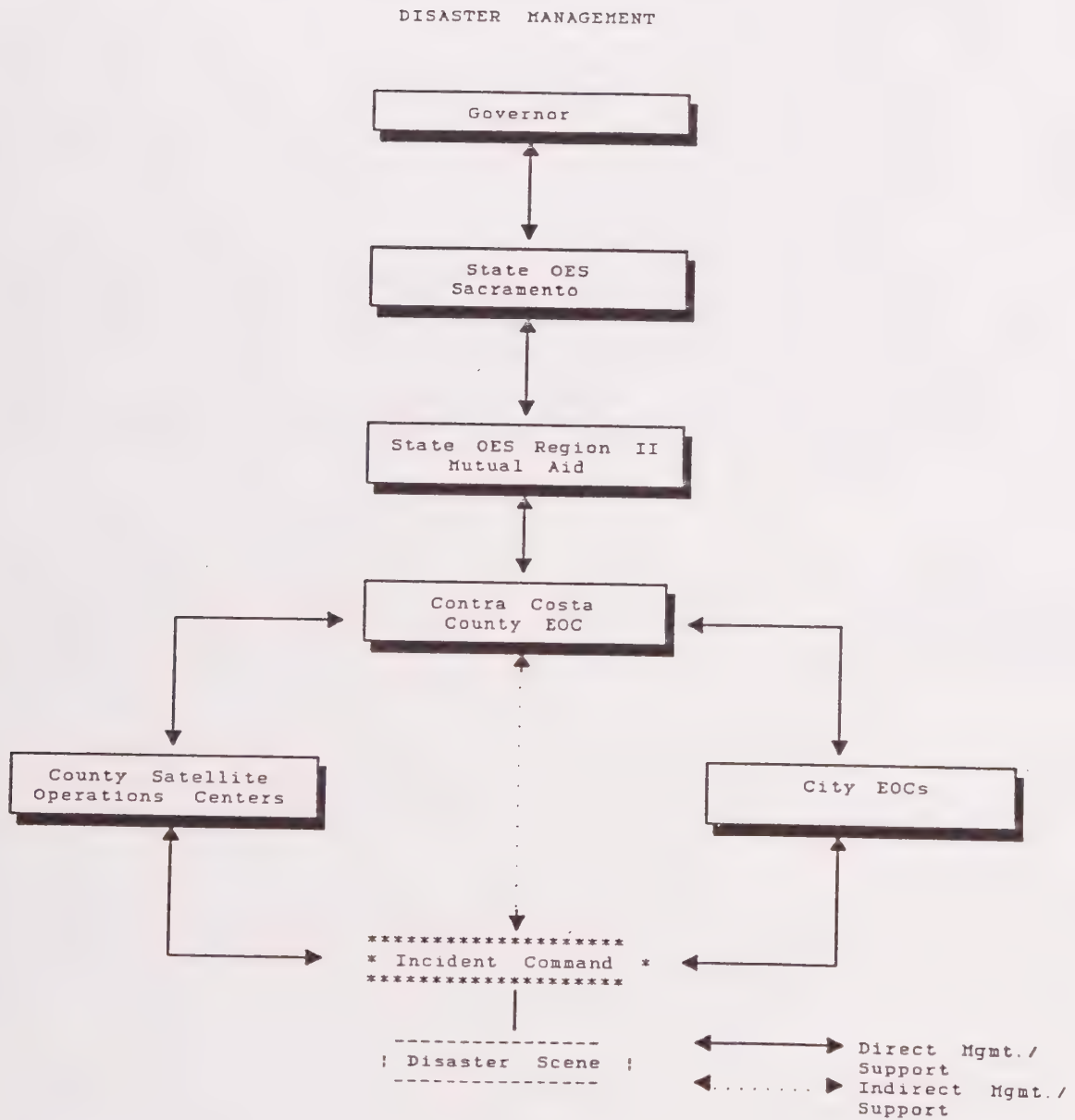
#### 11.0 EMERGENCY PLAN REVIEWS

Individuals and agencies assigned emergency responsibilities within this plan will prepare appropriate supporting plans and related Standard Operating Procedures (SOPs). Annually, the emergency management staff will review this plan, its functional annexes, update alerting procedures, and resource lists. Completing these tasks will help the city departments maintain an acceptable level of preparedness.

As the need arises, this plan will be updated. This will be done when exercises identify deficiencies; city organizational changes occur; when technological advances render data obsolete; and when assignments change. Changes within sections can be completed and distributed to plan holders. Every four years the plan will be revised in its entirety.

The Emergency Plan will be updated and republished in its entirety when significant or numerous changes occur.

# Disaster Management Organization Flow.

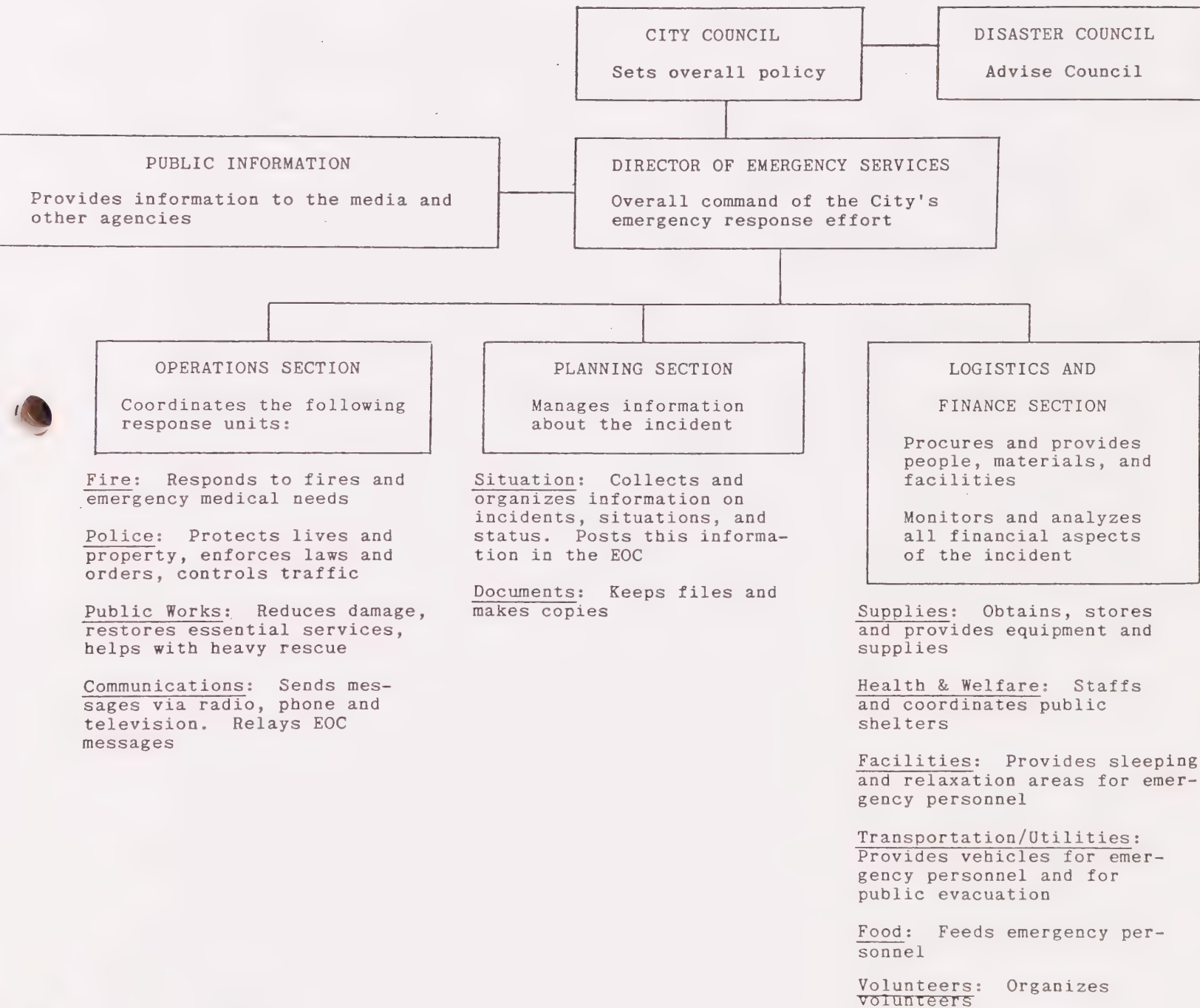




# Orinda Disaster Management Organization Chart

## INCIDENT COMMAND SYSTEM

### EMERGENCY ORGANIZATION CHART



CITY OF ORINDA  
PRIMARY DEPARTMENTS/AGENCIES

## OTHER MISC. AGENCIES

Annex/ Functions	F I N A N C E	D A M A G E  A S S E S S M E N T	P L A N N I N G	C I T Y  M A N A G E R	C I T Y  A T T O R N E Y	F I R E	M E D I C A L  C O M M I T T E	P U B L I C  W O R K S	P O L I C E  &  R E C	P A R K S	O T H E R  D E P T / A G E N C Y	C A  H I G H W A Y  P T R L	S C H O L  D I S T R I C T	U T I L I T I E S	R E D C R O S S	S A L A V A T I O N  A R M Y	M I N I S T E R I A L  O R G S	O T H E R  V O L .  O R G S	R A C E S / V O L .  R A D I O
A - Managing Emerg. Ops.	-	-	-	P	-	-	-	S	S	-	-	-	-	-	-	-	-	-	-
B - Fire Operations Light Rescue	-	-	-	-	-	P	-	-	S	-	-	-	-	S	-	-	-	-	S
C - Law Enforcement Access Control Traffic Control	-	-	-	-	-	-	-	-	P	-	S	S	-	-	-	-	-	-	-
D - Disaster Medical	-	-	-	-	-	S	P	-	-	S	-	-	-	-	S	-	-	S	S
E - Public Health Environmental Health	-	-	-	-	-	S	P	S	S	-	S	-	-	S	-	-	-	-	-
F - Coroner Notify/Counseling	-	-	-	-	-	-	S	-	P	-	-	S	-	-	-	S	S	S	-
G - Care & Shelter Personal Welfare Regist. & Inquiry	-	-	-	-	-	-	-	-	-	P	-	-	S	-	S	S	S	S	-
H - Movement Coordination	-	-	-	-	-	-	-	S	P	-	S	S	S	-	S	-	-	-	S
I - Rescue Operations Search	-	S	-	-	-	P	-	S	S	-	-	-	-	-	S	S	-	-	S
J - Construc. & Engin. Emer. Debris Clearance Flood Control	-	-	-	-	-	-	-	P	-	-	S	-	-	S	-	-	-	-	-
K - Supply & Procurement	P	-	-	-	-	-	S	S	S	-	-	-	-	-	S	-	-	-	-
L - Legal	-	-	-	-	P	-	-	-	-	-	-	-	-	-	-	-	-	-	-
M - Damage Assessment Recon./Survey Building Inspection	-	S	-	-	-	-	-	P	-	-	S	-	-	S	-	-	-	-	-
N - Communications Alerting & Warning	-	-	-	-	-	S	-	-	S	-	-	-	-	-	-	-	-	-	P
P - Public Information	-	-	S	-	-	S	-	-	S	-	P	-	-	-	-	-	-	-	-
Q - Financial Recovery	P	S	-	-	-	S	S	S	S	-	S	-	S	S	S	-	-	-	-
R - Radiological Monitoring	-	-	-	-	-	S	S	S	S	S	P	-	-	-	-	-	-	-	-
S - Situation Analysis	-	-	P	-	-	S	S	S	S	-	S	S	S	S	-	-	-	-	S
T - Transportation Coord.	P	-	-	-	-	-	-	-	-	-	S	S	S	S	-	-	-	-	-
U - Utilities	-	-	-	-	-	-	-	P	-	-	-	-	-	S	-	-	-	-	-
V - Personnel/Volunteers	-	-	-	-	-	-	-	-	P	S	-	-	-	-	S	-	-	S	-
W - Animal Services	-	-	-	-	-	-	-	-	P	-	-	-	-	-	-	-	-	S	-

P - Primary agency for coordinating completion of function tasks and preparedness efforts.

S - Supports the primary agency with specific actions defined in the Annex's Operations Guide.

Note: When an agency's primary function supports an element of another function, "S" is not necessary, nor indicated.

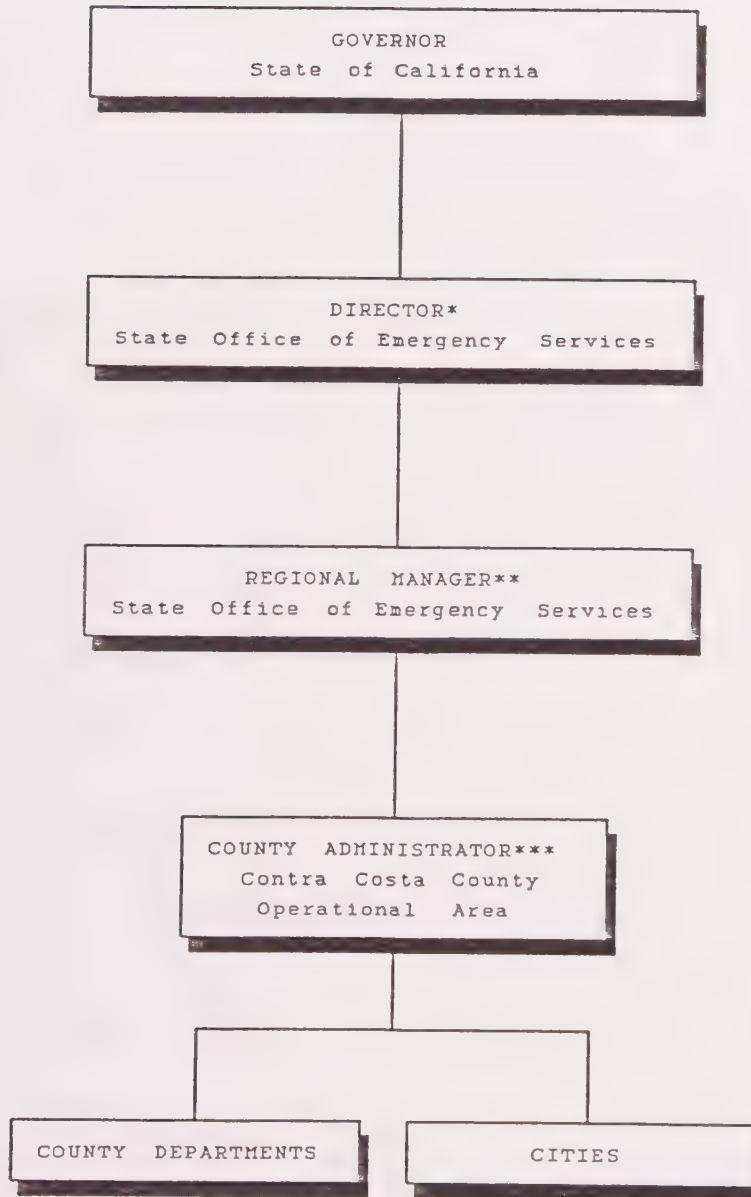
# FUNCTIONAL RESPONSIBILITIES OF STATE DEPARTMENTS/AGENCIES

State Agency or Department	ANNEX/FUNCTION															
	A				B	C	D	E	F	G	H	I	J	K		
	ALERTING/HARRING	COMMUNICATIONS	SITUATION ANALYSIS	MANAGEMENT	PUBLIC INFORMATION	RADIOLOGICAL PROTECT.	FIRE AND RESCUE	ACCESS CONTROL	LAW ENFORCEMENT	MEDICAL	PUBLIC HEALTH	CORONER	CARE AND SHELTER	MOVEMENT	RESCUE	CONST. AND ENGIN.
Aging	-	-	-	-	-	-	-	-	-	-	S	-	-	-	-	-
Air Resources Board	-	-	-	-	-	-	-	-	-	S	-	-	-	-	-	-
Alcohol Beverage Control	-	-	-	-	-	-	-	S	-	-	-	-	-	-	-	-
Boating & Waterways	-	-	-	-	-	-	-	-	-	-	-	S	S	-	-	-
Calif. Conservation Corp.	-	-	-	-	-	-	-	S	-	-	-	-	S	S	-	-
Calif. Highway Patrol	S	-	S	-	-	S	-	P	S	-	-	-	S	S	-	-
Calif. Maritime Academy	-	-	-	-	-	-	-	-	-	-	-	S	-	S	-	-
Community Colleges	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	S
Conservation	-	-	-	-	-	-	-	-	-	-	-	-	-	-	S	-
Consumer Affairs	-	-	-	-	-	-	-	S	-	-	-	-	-	-	-	-
Corrections	-	-	-	-	-	-	-	-	S	-	-	S	-	-	-	S
Education	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	S
Emerg. Medical Svcs. Auth.	-	-	-	-	-	-	-	-	P	-	-	-	-	-	-	-
Emergency Services	P	P	P	P	P	P	P	P	S	-	S	-	P	P	-	S
Employment Development	-	-	-	-	-	-	-	-	-	-	-	-	-	S	-	-
Energy Commission	-	-	-	-	-	-	-	-	-	-	-	-	-	-	S	-
Finance	-	-	-	-	-	-	-	-	S	-	-	-	-	-	S	-
Fire Marshall	-	-	-	-	-	S	-	-	-	-	-	-	S	-	-	-
Fish & Game	-	-	S	-	-	S	S	-	S	-	-	-	S	-	S	-
Food & Agriculture	-	-	-	-	-	-	-	S	S	-	-	-	-	-	S	-
Forestry	-	-	-	-	-	S	-	S	-	-	-	S	-	-	-	S
General Services	-	-	-	-	-	-	-	S	S	-	-	S	-	-	P	-
Health Services	-	-	-	-	-	S	-	-	S	P	S	-	-	-	P	-
Justice	-	-	-	-	-	-	-	-	S	-	S	-	-	-	-	-
Military	-	S	S	-	-	-	S	-	S	S	S	S	-	S	S	-
Motor Vehicles	-	-	-	-	-	-	-	-	-	-	-	S	-	-	-	-
Personnel Board	-	-	-	-	-	-	-	-	-	-	-	-	S	-	-	S
Public Utilities Commis.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	P
Rehabilitation	-	-	-	-	-	-	-	-	-	-	-	S	P	-	-	-
Social Services	-	-	-	-	-	-	-	S	-	-	-	-	-	-	-	-
Solid Waste Mgmt. Board	-	-	-	-	-	-	-	-	-	S	-	-	-	-	-	-
Transportation	-	-	S	-	-	S	-	S	-	-	-	S	S	S	-	P
University of California	-	-	-	-	-	-	-	-	-	-	-	-	-	-	S	-
Veterans Affairs	-	-	-	-	-	-	-	-	-	-	-	S	-	-	-	-
Water Resources	-	-	-	-	-	-	-	-	-	-	-	-	-	S	-	-
Water Resources Control Bd.	-	-	-	-	-	-	-	-	-	S	-	-	-	S	-	S
Youth Authority	-	-	-	-	-	-	-	S	-	-	S	-	S	-	-	-

P : has Primary Responsibilities  
S : has Supporting Responsibilities



STATE OF WAR EMERGENCY AUTHORITIES



# FUNCTIONAL RESPONSIBILITIES OF FEDERAL AGENCIES

Federal Agency or Department	ANNEX/FUNCTION																	
	A						B	C	D	E	F	G	H	I	J	K		
	ALERTING/ COMMUNICATIONS SITUATION ANALYSIS	MANAGEMENT	PUBLIC INFORMATION	RADIOLOGICAL PROTECTION	FIRE AND RESCUE	ACCESS AND RESCUE	LAW ENFORCEMENT	MEDICAL	PUBLIC HEALTH	CORONER	CARE AND SHELTER	MOVEMENT	RESCUE	CONST. AND ENGINEERING	SUPPLY/PROCUREMENT	PERSONNEL	TRANSPORTATION	UTILITIES
Agriculture	-	-	-	-	-	S	-	-	-	-	-	-	-	-	S	-	-	-
Bureau of Land Management	-	-	-	-	-	-	S	S	-	-	-	-	-	S	-	-	-	-
Civil Air Patrol	-	-	-	-	-	-	-	-	-	-	-	-	-	S	-	-	-	-
Department of Defense	-	-	-	-	-	S	-	S	S	-	S	-	-	S	-	-	-	-
Federal Aviation Administration	S	-	-	-	-	-	-	-	-	-	-	S	S	-	-	-	-	-
Federal Emerg. Mgmt. Agency (FEWA)	-	-	S	-	S	-	-	-	P	-	S	-	-	-	P	-	-	-
Food and Drug Administration	-	-	-	-	-	-	-	-	-	S	-	-	-	-	-	-	-	-
Health and Human Services	-	-	-	-	-	-	-	-	S	-	-	-	-	-	-	-	-	-
Interior	-	-	-	-	-	S	-	-	-	-	-	-	-	-	-	-	-	-
Interstate Commerce Commission	-	-	-	-	-	-	-	-	-	-	-	S	-	-	-	-	-	-
Justice Department	-	-	-	-	-	-	-	S	-	-	S	-	-	S	-	-	-	-
National Park Service	-	-	-	-	-	-	-	S	S	-	-	-	-	-	-	-	-	-
National Weather Service	S	-	-	-	S	-	-	-	-	-	-	-	-	-	-	-	-	-
Transportation	-	-	-	-	-	-	-	-	-	-	-	S	-	-	-	-	-	-
Treasury Department	-	-	-	-	-	-	-	S	-	-	-	-	-	-	-	-	-	-
U.S. Army Corps of Engineers	-	-	-	-	-	-	-	-	-	-	-	-	-	-	S	-	-	-
U.S. Forest Service	-	-	-	-	-	S	S	-	-	-	-	-	-	S	-	-	-	-

P = has Primary Responsibilities  
S = has Supporting Responsibilities

P = has Primary Responsibilities  
S = has Supporting Responsibilities

AUTHORITIES AND REFERENCES

1.0 OBJECTIVE

The California Emergency Services Act of 1970 as amended in 1986 (referred to as the "Act") allows Orinda to conduct emergency operations and proclaim Local Emergencies. The Act is officially expanded in Chapter 2 of Title 6 of the municipal code regarding emergency organization and functions.

The Orinda Emergency Plan was developed in accordance with the City Emergency Services Ordinance. Section 8568 of the State Act says that "the State Emergency Plan shall be in effect in each political subdivision of the State, and the governing body of each political subdivision shall take such action as may be necessary to carry out the provisions thereof." The Orinda Emergency Plan is, therefore, considered to be an extension of the California State Emergency Plan (1989).

2.0 SPECIFIC TERMS

Local Emergency

The City Council or City Manager, as specified by the city's emergency ordinance, may proclaim a Local Emergency. Proclamations can be made when actual or threatened conditions exist that place the safety of people and property in peril within the city boundaries. These conditions include air pollution, fire, flood, storm, epidemic, riot, earthquake, or other conditions resulting from war or imminent threat of war. This does not include labor controversy.

Please review the Glossary for definitions of general emergency management terms.

3.0 EMERGENCY ACTIONS

The proclamation of a Local Emergency provides legal authority to:

- Request that the Governor proclaim a State of Emergency.
- Create and enforce regulations to protect life and property. This includes imposing a curfew within designated boundaries.
- Exercise full power to provide mutual aid to any affected area according to local ordinances, resolutions, emergency plans or agreements.
- Request mutual aid from the State Office of Emergency Services.
- Require the emergency services of any local official or employee.
- Reassign necessary city personnel and material of any department or agency.



- Obtain vital supplies and equipment from vendors and, if required immediately, to commandeer the same for public use.
- Impose penalties for violation of lawful orders.
- Conduct emergency operations without facing liabilities for performance, or failure of performance. (Note: Article 17 of the Emergency Services Act provides for certain privileges and immunities.)

#### 4.0 AUTHORITIES AND REFERENCES

The following provides emergency authorities for conducting and/or supporting emergency operations:

##### Federal

- Federal Disaster Relief Act of 1974 (Public Law 93-288).
- Federal Civil Defense Act of 1950 (Public Law 920), as amended.
- Public Law 84-99 (U.S. Army Corps of Engineers-Flood Fighting).

##### State

- California Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the Government Code), 1970, amended in 1986.
- California Natural Disaster Assistance Act, amended 1989.
- Section 128, California Water Code (California Department of Water Resources - Flood Fighting).
- California State Emergency Plan, 1989.
- California State OES Disaster Procedure Manual, 1985.

##### Orinda

See Annex L Legal Advisor Operations Guide, Enclosure L-7, Orinda Authorities and References.

CONTINUITY OF GOVERNMENT

1.0 OBJECTIVES

Any natural, technological, or terrorist disaster or a national security event or nuclear detonation could cause a great loss of life and property, including the death or injury of key government officials, the partial or complete destruction of established seats of government and the destruction of public and private records essential to continued operations of government and industry.

During the reconstruction period, law and order must be preserved and, as far as possible, government services must be maintained. This can best be done by local civil government. To this end, it is essential that the county and city governments continue to function. The California Government Code and the State Constitution provide authority for the continuity and preservation of state, county and city government.

2.0 SPECIFIC TERMS

**Alternates to the City Manager**

The government code authorizes the City Council to approve a list of alternates to the City Manager to ensure direction to the city departments in the event the City Manager is injured, disabled or killed during a **Local Emergency**. The code provides for the following succession of the office of Manager of Emergency Services: Deputy City Manager, Police Manager and Director of Public Works.

**Standby Officers**

The government code authorizes each member of the City Council to identify three alternates to his/her seat, in the event any one of the City Council is hurt, disabled, or killed during a **Local Emergency**. This gives the city the ability to continue operations with a complete elected body. This list should be identified before a disaster and reviewed annually and after each election.

Please review the Glossary for definitions of general emergency management terms.

3.0 EMERGENCY ACTION

Government at all levels is responsible for providing continuity of effective leadership and authority, direction of emergency operations and management of recovery. In preparing for a disaster, each city in the county and the Contra Costa County Office of Emergency Services, should be sure to prepare ordinances, resolutions, or executive orders to preserve its structure of government. The City Councils of each city and the Board of Supervisors for Contra Costa County should support these efforts, before a disaster strikes.

#### 4.0 ORGANIZATIONS AND RESPONSIBILITIES

##### Orinda

Sections 8635 through 8643 of the Government Code allows the city to:

- (1) Furnish a means to continue functioning as a political subdivision by assuring the preservation and continuation of (city and county) government in the event of an enemy attack, or in the event a STATE OF EMERGENCY or LOCAL EMERGENCY.
- (2) Authorize a succession of officers (department heads) having duties related to law and order and/or health and safety.
- (3) Authorize the City Council to designate and appoint three standby officers for each member of the city council and for the City Manager. Standby officers take the same oath as regular officers. (See Annex L, Legal Advisor Operations Guide for a list of the City Council and City Manager designees.)
- (4) Authorize standby officers to report ready for duty in the event of a STATE OF WAR EMERGENCY, STATE OF EMERGENCY or LOCAL EMERGENCY at the place previously designated.
- (5) Authorize the City Council to convene as soon as possible whenever a STATE OF WAR EMERGENCY, STATE OF EMERGENCY, or LOCAL EMERGENCY exists, and at a place not within the political subdivision. Authorize that, should all members, including all standbys, be unavailable, temporary officers shall be appointed as follows:
  - By the Chairman of the Board of Supervisors for Contra Costa County in which the political subdivision is located, or
  - By the Chairman of the Board of any other county within 150 miles (nearest and most populated down to farthest and least populated), or
  - By the mayor of any city within 150 miles (nearest and most populated down to farthest and least populated).

##### Suspensions and Appointments

Section 8621 of the Government Code:

Specifies that during a STATE OF WAR EMERGENCY, in the event that any officer of a political subdivision or employee of a state agency refuses or willfully neglects to obey an order or emergency regulation, the local authority may suspend that person and designate a replacement.



## State and Federal Governments

For a description of how the state and federal government plan for the continuity of their services, see the State Emergency Plan.

## Enclosure 3

### MUTUAL AID

#### 1.0 OBJECTIVE

One of the foundations of emergency planning and response is a mutual assistance system designed to ensure that adequate resources, facilities and other support is provided to jurisdictions whenever their resources prove to be inadequate to cope with a given situation. The basis for the system is the California Disaster and Civil Defense Master Mutual Aid Agreement, as provided in the California Emergency Services Act. This Mutual Aid Agreement was developed in 1950 and adopted by California's incorporated cities and all 58 counties. The Mutual Aid Agreement:

- Creates a formal structure for each jurisdiction to retain control of its own personnel and facilities.
- Creates a formal structure for each jurisdiction to send and request help wherever and whenever it is needed.
- Identifies the states obligation to provide available resources to assist local jurisdictions in emergencies.
- Requests all political subdivisions within the state to participate.
- Outlines how agencies may participate, or rescind participation in a mutual aid program.
- Defines how mutual aid agreements may be created between agencies.
- Outlines how costs incurred while providing mutual aid must be defined.

#### 2.0 SPECIFIC TERMS

##### Mutual Aid

During a Local Emergency, the city of Orinda may request equipment and personnel assistance from Contra Costa County, neighboring counties, the State Office of Emergency Services or the cities within the county. Likewise Orinda may supply mutual aid to other levels of government, if the city personnel and equipment are available. Fire and Law Enforcement have a separate agreement which allows them to grant or request mutual aid before a disaster.

Please review the Glossary for definitions of general emergency management terms.

#### 3.0 EMERGENCY ACTIONS

A formal structure for mutual aid requests and response has been created to promote the coordination and flow of mutual aid. The state has been divided into six Office of Emergency Services (OES) Mutual Aid Regions (see map in Basic Plan, page 23). Through this mutual aid system, State OES can receive a

constant flow of information from every geographic and organizational area of the state. This includes direct notification from a state agency or department or from a Contra Costa County or city official that a disaster exists or is imminent. This system could also transmit warning information that makes it possible to anticipate an emergency and mitigate its effects by accelerated preparations, or perhaps prevent a situation from developing to disaster proportions.

To further assist the mutual aid process, particularly during day-to-day emergencies involving public safety agencies, Fire and Law Enforcement Coordinators have been selected and function at the County Level (County Coordinator), Mutual Aid Region (two or more counties), and at the state (OES) level. It is expected that during a catastrophic event, such as an earthquake, Coordinators will be assigned at all levels for other essential services (e.g., Medical, Care and Shelter, Rescue, etc.).

The levels of mutual aid assistance is presented in each annex to this emergency plan.

#### 4.0 ORGANIZATIONS AND RESPONSIBILITIES

##### Orinda

Orinda has identified city staff, fire district personnel and volunteers to serve on the Emergency Management Team before, during and following a disaster. This team is responsible for the emergency planning and response to the disaster within the city, and managing mutual aid requests. Each member of the City Emergency Management Team is assigned a specific function to complete. As the leader of an emergency management function, each function coordinator will:

- Develop and keep their portions of the Orinda Emergency Plan current and compatible with the California Emergency Plan and the California Master Mutual Aid Agreement.
- Review each of their primary roles and be sure plans are designed to use all available local resources to respond to the emergency.
- Review the actions needed to meet the emergency requirements of the immediate community or its neighbors.
- Coordinate emergency plans with those of neighboring cities and the county to ensure mutual compatibility.
- Before, during and after an emergency, maintain contact with the appropriate Mutual Aid Coordinators.
- Work with other emergency service organizations in the Emergency Operations Center (EOC) to identify Multi-Purpose Staging Areas (MSA) to provide rally points for incoming mutual aid and/or a staging area for support and recovery activities.
- Respond to requests for mutual aid from neighboring cities.



- Request assistance from cities within the county and neighboring counties as necessary and feasible.
- Receive and use resources that may be provided by neighboring jurisdictions and state, federal and private agencies.

### Contra Costa County

Contra Costa County has identified county management personnel to serve as the Contra Costa County Emergency Management Team before, during and following a disaster. This team is responsible for the emergency planning and response to the unincorporated areas of the county, and managing mutual aid requests from cities within the county and from neighboring counties. Each member of the County Emergency Management Team is assigned a specific function to complete. As the leader of an emergency function, each function coordinator will:

- Develop and keep their portions of the Contra Costa County Emergency Plan current and compatible with the California Emergency Plan and the California Master Mutual Aid Agreement.
- Review each of their primary roles and be sure plans are designed to use all available local resources to respond to the emergency.
- Review the actions needed to meet the emergency requirements of the immediate community or its neighbors.
- Coordinate emergency plans with those of neighboring counties and cities within the county to ensure mutual compatibility.
- Before, during and after an emergency, maintain contact with the appropriate OES Mutual Aid Region Coordinator, the local jurisdictions within the county, and neighboring counties.
- Send mutual aid requests that cannot be satisfied from within the county to the appropriate State OES Mutual Aid Region Coordinator.
- Work with other emergency service organizations in the County Emergency Operations Center (EOC) to identify Multi-Purpose Staging Areas (MSA) to provide rally points for incoming mutual aid and/or a staging area for support and recovery activities.
- Respond to requests for mutual aid from the cities within the county and requests from neighboring counties.
- Send situation reports to Situation Analysis for routing onto OES Mutual Aid Region as the situation develops and as changes in the situation dictate.
- Request assistance from cities within the county and neighboring counties as necessary and feasible.

- Receive and use resources that may be provided by neighboring jurisdictions and state, federal and private agencies.
- Initiate Operational Area structure and responsibilities in the event of a STATE OF WAR EMERGENCY.

#### OES Mutual Aid Region

Coordinators at the OES Mutual Aid Region level will:

- Maintain liaison with appropriate Contra Costa County, state and federal agencies located within the region.
- Provide planning guidance and assistance to Contra Costa County and cities within.
- Respond to mutual aid requests submitted by County/Operational Area Coordinators.
- Receive, evaluate and disseminate information on emergency operations.
- Provide the State Director, OES, with situation reports and, as appropriate, recommending courses of action.

#### State and Federal

For information about other state or federal agency activities, see the State Emergency Plan (1989).

#### 5.0 POLICIES AND PROCEDURES

- Mutual aid resources will be provided and used according to the California Master Mutual Aid Agreement and supporting separate agreements.
- During a proclaimed emergency, city mutual aid requests sent to the county will be coordinated by the appropriate county coordinator whenever the available resources are:
  - \* Subject to state or federal control.
  - \* Subject to military control.
  - \* Located outside the requesting jurisdiction.
  - \* Allocated by priority.
- During a proclaimed emergency, county mutual aid requests sent to State OES will be coordinated by the appropriate Mutual Aid Coordinator when the resources are:
  - \* Subject to state or federal control.

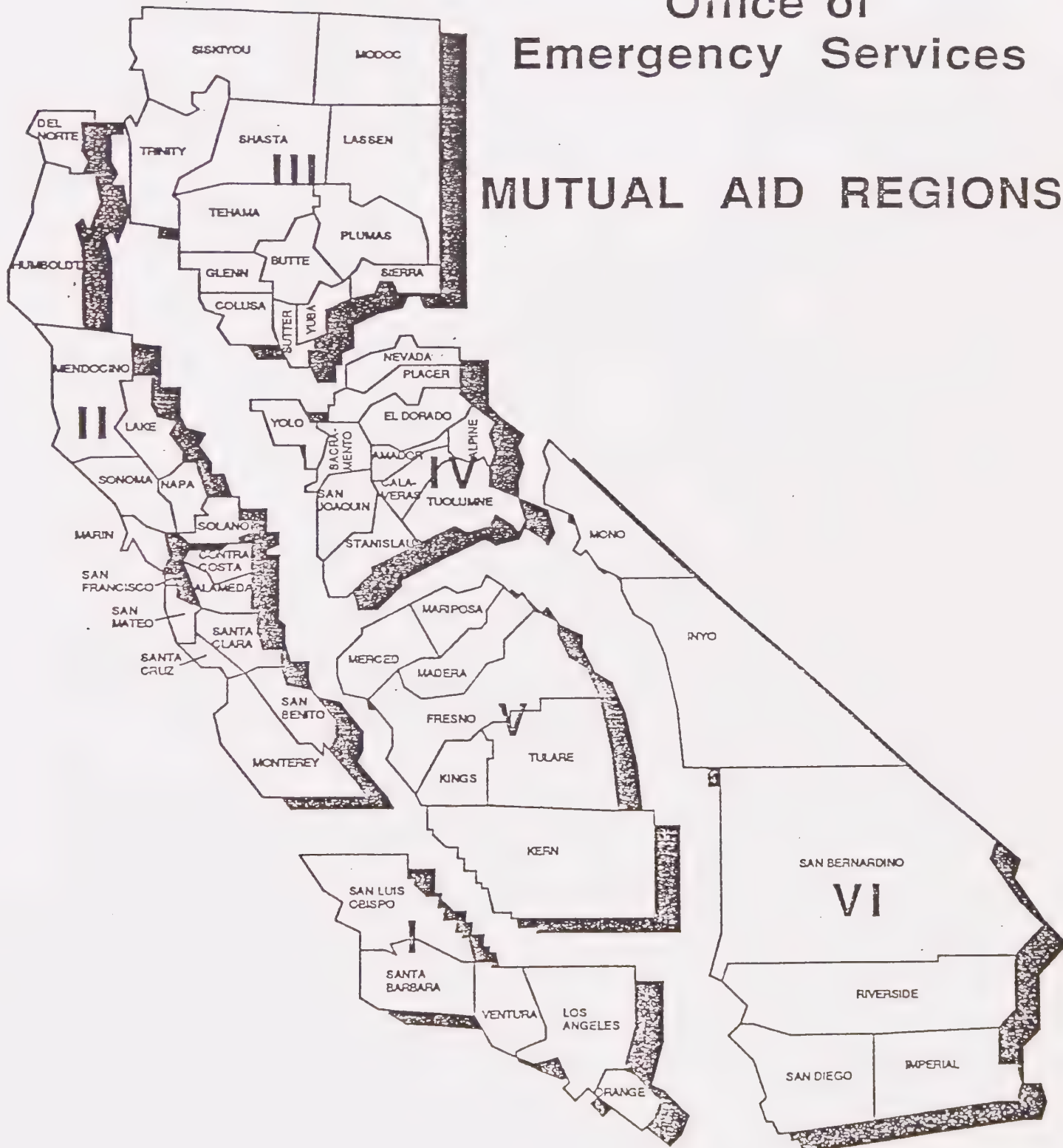
- \* Subject to military control.
- \* Located outside the requesting jurisdiction.
- \* Allocated by priority.
- Due to the incompatibility of radio communications equipment between most agencies, local agencies should, where possible, provide incoming mutual aid forces with portable radios using local frequencies.
- Requests for and coordination of mutual aid support will normally be done through established channels (cities to County OES, to Mutual Aid Regions, to state). Requests should include, as applicable:
  - \* Number of personnel needed.
  - \* Type and amount of equipment.
  - \* Reporting time and location.
  - \* Authority to whom they are to report.
  - \* Access routes.
  - \* Estimated duration of operations.
  - \* How will room and/or board for personnel be managed and method of payment.
- Mutual aid assistance may be provided under one or more of the following authorities:
  - \* Federal Disaster Relief Act of 1974. (Public Law 93-288). (Provides federal support to state and local disaster activities.)
  - \* California Fire and Rescue Emergency Plan.
  - \* California Law Enforcement Mutual Aid Plan.
- City departments may enter into Mutual Aid Agreements with other jurisdictions if the following conditions are met:
  - \* The agreement follows the State OES Mutual Aid Guidance Handbook.
  - \* Methods of paying for lodging and food are clearly explained.
  - \* Authority for accepting or requesting mutual aid are established.
  - \* The conditions of when the mutual aid can be called upon are clearly defined.
  - \* City Council adopts it.





State of California  
Office of  
Emergency Services

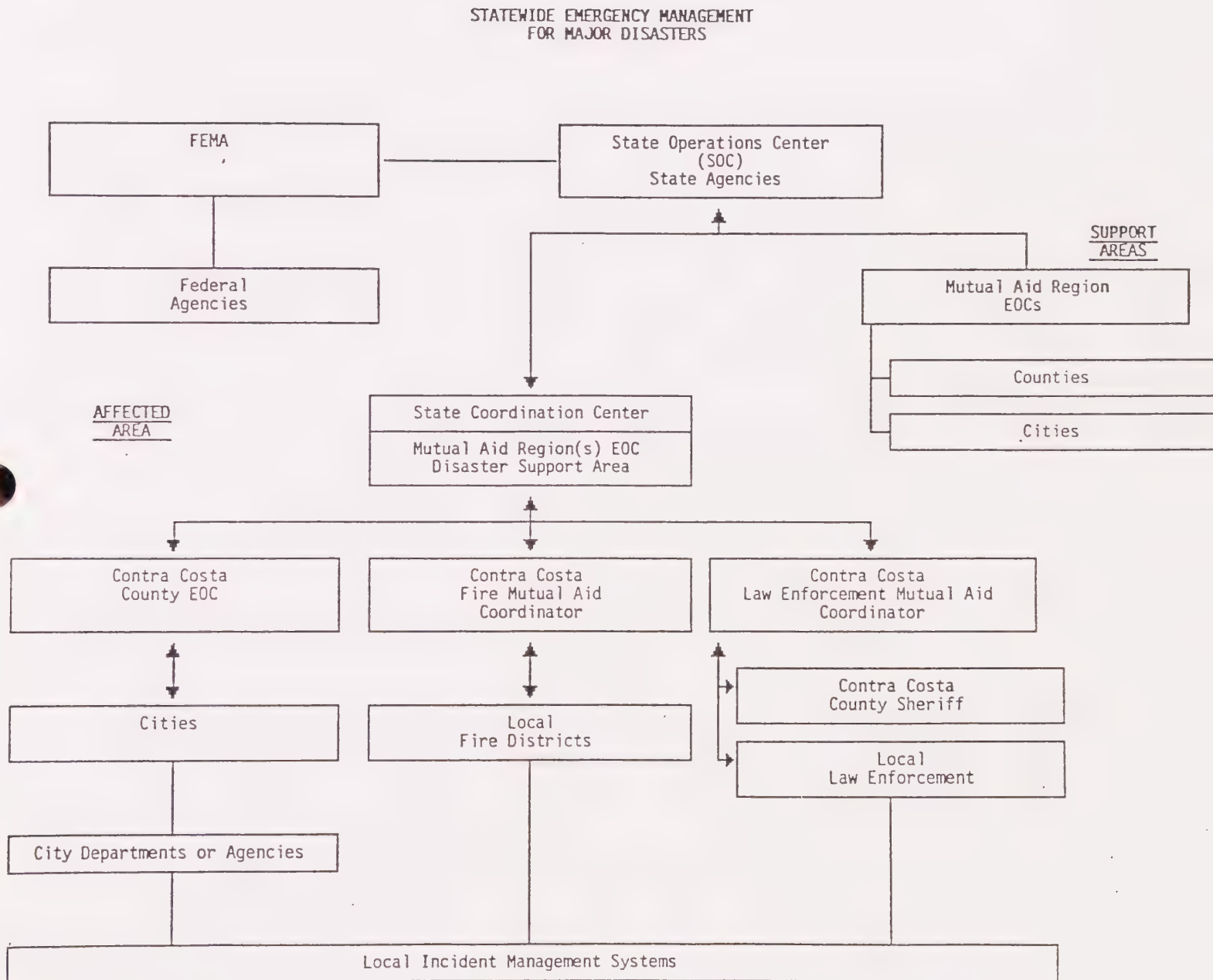
MUTUAL AID REGIONS







# MUTUAL AID REQUESTS CHANNELS



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HAZARD MITIGATION

1.0 OBJECTIVES

This part of the Emergency Plan establishes actions, policies and procedures for carrying out Section 406 (Minimum Standards for Public and Private Structures) of the Federal Disaster Relief Act of 1974 (Public Law 93-288) following a Presidential Declaration of a State of Emergency or Major Disaster. It also assigns hazard mitigation responsibilities to various elements of federal, state and local governments in California.

Activities listed in this enclosure will be conducted according to the existing ordinances, legislation, plans and agreements. See **Annex L Legal Advisor Operations Guide, Enclosure 7**, for a list of local ordinances; see **Basic Plan, Enclosure 1, Authorities and References** for a list of state and federal legislation.

Following a Presidential declared emergency, federal aid may be available to help reconstruct the damages caused by the disaster. Most public assistance funds or assistance is limited to restoring facilities to pre-disaster condition, not improving the facility or system. Another pool of money could be available to improve the system so the same problem would not occur again. These are called Hazard Mitigation Grants.

In order to qualify or keep the federal assistance, state, county and local governments must follow certain guidance, or make sure certain tasks are complete. For example, Section 406 of Public Law 93-288 requires that repairs and reconstruction be done according to applicable codes, specifications and standards. It also requires that federal aid recipients (state, counties and local government) evaluate the natural hazards of the area where the aid is to be used and take action to keep the damage from occurring again. This may require new or upgraded building codes and/or construction practices.

Ideally hazard mitigation planning and action should take place before a disaster. After a disaster strikes, mitigation opportunities exist only for the next disaster. Section 406 deals with the hazard mitigation opportunities presented by an existing emergency. It outlines how mitigation efforts may defer the potential hardship and loss that could result in future disasters.

Successful hazard mitigation actions:

- Minimize the affects of future disasters on communities.
- Improve structures and facilities at risk.
- Identify hazard-prone areas and develop standards that prohibit or restrict certain land use.
- Help identify systems for recovery and relief (including insurance).
- Assist the creation of a hazard warning system to protect the population.

## 2.0 SPECIFIC TERMS

### Disaster Survey Reports (DSRs)

A team of federal, state, and local inspectors conduct a detailed inspection, evaluate and estimate repair or replacement costs for damaged facilities. (These estimates are based on the pre-disaster condition of the facility.) A report is created and submitted on a DSR, FEMA Form 90-52. This becomes the basis for the disaster damage claim, payment of claim, and audits.

### Hazard Mitigation

The process of systematically evaluating the nature and extent of vulnerability to the effects of natural hazards present in society and planning and carrying out actions to minimize future vulnerability to the greatest extent possible. Emphasis on long-term issues.

### Interagency Hazard Mitigation Team

FEMA'S Regional Director and the Governor's Authorized Representative (GAR) appoint a federal and state Hazard Mitigation Coordinator (HMC). Contra Costa County and each affected city designates a local HMC. These individuals make up the Hazard Mitigation Team.

### Preliminary Damage Assessment Team

After local and state emergencies are proclaimed and mutual aid is requested, representatives from the federal, state and county or city governments conduct a preliminary review of the damages caused by the disaster. This information is used by the Governor's office to determine whether or not to request/recommend a Presidential declaration. See definition in Annex Q, Financial Recovery.

## 3.0 EMERGENCY ACTIONS

Historically, most mitigation efforts have taken place following a disaster in an effort to alleviate the affects of a similar event. The material below outlines the typical progression of post-disaster response and mitigation efforts taken by local, county, state and federal agencies:

### Immediate Response

Counties and local governments use all the locally available resources and capabilities necessary to perform emergency work before requesting assistance from the state or federal government. Emergency actions include debris removal or emergency measures to save lives, protect public health and safety, or protect property.

### Surveys

Three person teams are formed by representatives from federal, state and county and/or city governments. This team conducts a preliminary review of the damages caused by the disaster and documents their findings. Later, the same team creates a more formal report, known as a Damage Survey Report (DSR). This report determines the amount of state and federal assistance provided to help restore the damaged structure or facility, to pre-disaster condition, without improvements.



The DSR may include information on the identified hazard and recommended repair work. (See Annex M, Damage Assessment, for more information regarding damage reporting.)

The DSRs help the Governor of California decide whether to request or recommend/request that the President declare a State of Emergency.

### Short Term Mitigation

Following an Emergency or Major Disaster, the local agencies identify the hazards in the affected area and should note the actions needed to reduce the affects if the same situation arises. Action taken to prevent the same damages from occurring again are known as mitigation measures. These mitigation measures could exceed the actions taken to "restore" a facility to its pre-disaster state. The DSRs and preliminary reviews discussed above may help identify the major hazards and opportunities for hazard mitigation activities prior to a declaration of Major Disaster or Emergency. The Federal Emergency Management Agency (FEMA) Regional Director and the Governor's Authorized Representative (GAR) may require this information as a condition of federal hazard mitigation loans or grants.

### Federal and State Agreement

Following each presidential declared emergency or Major Disaster, the FEMA Regional Director and the Governor's Authorized Representative (GAR) follow a document called the Federal/State Agreement. This agreement includes appropriate provisions for hazard mitigation. To serve the purpose of the agreement, the state agrees to:

- Evaluate, or have the county evaluate, the natural hazards in the disaster area, and make appropriate recommendations to mitigate them. Cities would identify mitigation actions within city boundaries.
- Follow up with applicants (cities or county) to ensure that the appropriate hazard mitigation actions are taken.
- Follow up with applicants (cities or county) to ensure that the appropriate hazard mitigation plan(s) are developed and submitted to the FEMA Regional Director for concurrence.
- Review and update disaster mitigation portions of emergency plans, when necessary.

## Joint Federal/State/Local Hazard Mitigation Team

The FEMA Regional Director and the Governor's Authorized Representative (GAR) appoint a federal and state Hazard Mitigation Coordinator (HMC). Contra Costa County and each affected city designates a local HMC. These individuals make up the Hazard Mitigation Team. This team is separate from the Damage Survey Report Team mentioned above. The Mitigation Team will:

- Identify significant hazards in the affected areas, giving priority to disaster-related hazards.
- Evaluate the effects of these hazards and measures that will mitigate their effects.
- Recommend appropriate hazard mitigation measures.
- Review the Damage Survey Reports (DSRs) to select which damage sites to visit. Typically the team visits sites with significant damage.

The state and local representatives on the Hazard Mitigation Team are responsible for making sure adequate consultation occurs among the interested federal, state, and local parties.

## Hazard Mitigation Plans

For each hazard-prone area, the Hazard Mitigation Team reviews and evaluates the existing Contra Costa County Emergency Plans, the plans for cities, or departmental operation plans, and any hazard mitigation plans. The team reviews applicable land use regulations, construction standards and other appropriate hazard mitigation measures. In cases where no plans for hazard mitigation exist or are inadequate, the team shall report its findings and recommendations concerning specific needs to develop or improve, as required, and maintain hazard mitigation plans.

Contra Costa County and each city within the county may have joint or separate Hazard Mitigation Plans. Currently the county operates independent of the cities. The Hazard Mitigation Plan is submitted to the FEMA Regional Director through the GAR within 180 days (6 months) after a presidential declaration. The objectives of this plan are to:

- Recommend hazard mitigation measures for local, state and federal agencies.
- Establish short- and long-term planning frameworks for beginning hazard mitigation projects.

Jurisdictions without plans are typically given six months to produce a hazard mitigation plan. Developing such a plan following a disaster may be inadequate. The pressure of emergency response may overwhelm the agencies. Trying to develop a mitigation plan at that time only complicates the situation. Hazard Mitigation Plans should be developed prior to a disaster.

Existing Contra Costa County Hazard Mitigation plans shall be updated and new ones developed as deemed necessary by the FEMA Regional Director in consultation with the GAR. Together, these two people can determine whether to impose such a requirement on the county or city within the county. The decision is made by considering the opportunities for effective hazard mitigation, size and composition of the jurisdiction, the government's authority to regulate land use and constructive practices, and the jurisdictions's exercise of such authority.

The GAR and/or the FEMA Regional Director may provide technical advice and assistance to state agencies or to local governments in developing new plans or updating existing plans to mitigate hazards identified as the result of the Major Disaster or Emergency within affected areas.

## Mapping

The Hazard Mitigation Team compares the impact and how frequent particular disasters occur against the impact and frequencies computed prior to the disaster. From their findings, the team may consider redefining boundaries of high-hazard areas. The team makes recommendations to the FEMA Regional Director and the GAR on any needs for new mapping or remapping of high hazard areas.

## 4.0 ORGANIZATIONS AND RESPONSIBILITIES

### Contra Costa County

The Emergency Services Director (County Administrator) will appoint a County Authorized Representative (CAR). This person will be responsible for local performance of hazard mitigation measures under the terms of the Federal/State Agreement.

The County Authorized Representative, in coordination with the Governor's Authorized Representative (GAR), shall:

- Appoint a Local Hazard Mitigation Coordinator (LHMC) to work with the Federal/State Hazard Mitigation Team.
- Submit adequate assurance that required hazard mitigation measures have been taken or will be completed for each site application.
- Implement and enforce land use regulations and safe construction practices within the county's legal authority and that are agreed upon as conditions for FEMA grants or loans.
- Maintain documents and/or provide evidence of compliance with conditions for any approved FEMA grants or loans as required by the GAR.

The County Hazard Mitigation Coordinator works with the Federal/State Hazard Mitigation Team to:



- Assess disaster damage within the county's jurisdiction.
- Arrange for county participation in consultations with the Federal/State Hazard Mitigation Team about hazard mitigation actions.
- Inform the County Emergency Services Director, County Board of Supervisors, other local officials and citizens about significant team activities, and collect any local comments on these matters and report them to the State Hazard Mitigation Coordinator.
- Work with the Federal/State Hazard Mitigation Team to review and update existing hazard mitigation plans, or develop new hazard mitigation plans that may be scheduled by the GAR and requested by the FEMA Regional Director.

## State

The Governor will appoint a representative of the Office of Emergency Services (OES) to be the **Governors Authorized Representative (GAR)**. This person will be responsible for the state's hazard mitigation activities under the Federal/State Agreement. The GAR, in coordination with the FEMA Regional Director, shall:

- Appoint a State Hazard Mitigation Coordinator to serve on the Federal/State Hazard Mitigation Team.
- Arrange for state and local participation in federal-state survey and hazard mitigation planning in disaster areas.

The **State Hazard Mitigation Coordinator** in coordination with the GAR, shall:

- Arrange for consultations on the findings and recommendations from the joint survey and ensure that timely and adequate local and state hazard mitigation actions are taken.
- As appropriate, provide funding or technical assistance to eligible applicants for the purposes of carrying out state- approved hazard mitigation actions.
- Arrange for state inspection or audit to verify compliance with approved hazard mitigation measures.
- Submit a final report of hazard mitigation requirement compliance when state and local mitigation activities are complete. The FEMA Regional Director will review for acceptance.
- Accomplish hazard mitigation planning in accordance with the Federal/State Agreement.



## Federal

The FEMA Regional Director is responsible for hazard mitigation actions under the terms of the Federal/State Agreement. The Regional Director, in coordination with the Governor's Authorized Representative, shall:

- Provide for a Joint Federal/State/Local Hazard Mitigation Team to survey the disaster area as soon as possible following a Major Disaster or Emergency declaration by the President and complete hazard mitigation planning in accordance with Federal/State Agreement.
- Appoint a Hazard Mitigation Coordinator (HMC) to:
  - Serve on the Federal/State Hazard Mitigation Team;
  - Confer with local, state and federal officials concerning these hazards and hazard mitigation measures; and
  - Coordinate with the State Hazard Mitigation Coordinator (SHMC) appointed by the GAR to work with those designated to do the planning required.
- Provide leadership with respect to the administration of Section 406.
- Ensure that the ultimate benefits to be gained through effective hazard mitigation programs are not diminished.
- Provide technical advice and assistance.
- Encourage state and local governments to adopt safe land use practices and construction standards.
- Ensure that FEMA and other federal efforts are supplemental to local and state efforts.
- Encourage initiative by state and local governments.
- Take actions required by FEMA Floodplain Management Regulations (as applicable for flood disasters).

## 5.0 POLICIES AND PROCEDURES

### Avoidance

After a Major Disaster or Presidential Declaration of a State of emergency, all affected jurisdictions complete hazard identifications. The Federal/State Hazard Mitigation Team assesses whether or not to create special requirements that would help a facility avoid future damage in high hazard areas. This is especially true where funds would support new construction, alteration, or major repairs involved in restoring damaged or destroyed facilities. The team also shall make

specific recommendations concerning land use regulations and rezoning to achieve the objectives of avoidance whenever appropriate.

## Reduction

Reducing the effects of hazards on people and facilities may be achieved by limiting the area or level of the hazard itself or by reducing the impact of the hazard on individual facilities. The Federal/State Hazard Mitigation Team shall make specific recommendations concerning hazard reduction measures to achieve the objectives of reduction whenever appropriate.

## Land Use Regulations

Local Zoning: Contra Costa County usually regulates land use within its jurisdiction. Likewise, cities usually regulate land use within city boundaries. State, federal or private interests may propose model zoning regulations, but adoption and enforcement of such regulations remain with the responsible city or county. Specific state or federal restrictions may be locally adopted and enforced by mutual agreement, or as a condition for certain types of financial assistance.

- The Federal/State Hazard Mitigation Team may make specific recommendations concerning land use regulations based on field observations and evaluation of hazards within the affected areas.
- Consultations between the County Hazard Mitigation Coordinator, the Federal HMC and the State HMC may be necessary to identify the county's options for decision-making on land use.
- The Federal and/or State HMC may encourage adoption and enforcement of specific land use regulations.

For information on State Land Use Regulations, see the State Emergency Plan, Hazard Mitigation.

## Construction Practices

### Local Standards:

- Following a Major Disaster or Emergency declaration, the Federal/State Hazard Mitigation Team shall inventory and evaluate the applicants existing standards for the type of repairs, reconstruction or restoration work for which a federal loan or grant assistance is being requested.
- The Federal/State Hazard Mitigation Team may make available for consideration by applicants model state or federal standards. Such standards for new construction may be different from those for repairs or alterations to existing facilities or structures.

- The Federal/State Hazard Mitigation Team may develop appropriate recommendations to the county for upgrading existing construction standards, or for adopting new standards.
- Following a Major Disaster or Emergency declaration, the jurisdiction is responsible for adopting or updating, as necessary, appropriate construction standards and for enforcing them. The city/county may request state or federal technical advice or assistance in taking these actions.

State Standards: Construction standards for state-owned buildings, structures or facilities outside the jurisdiction of local governments are adopted and enforced by the responsible state agency. Some of these construction standards may serve as model standards for local governments.

- As a condition for state approval of loan or grant assistance as a result of a Major Disaster or Emergency declaration, the GAR may recommend to the FEMA Regional Director that the Associate Director prescribe certain construction standards for FEMA- assisted projects for hazard mitigation purposes.
- The State HMC may provide technical advice and assistance on hazard mitigation measures to applicants, private organizations and individuals.

Federal Standards: Construction standards for federally owned structures, buildings or facilities outside the jurisdiction of local or state governments are adopted and enforced by the responsible federal agency. Some of these federal construction standards may serve as model standards for state and local governments.

- The National Flood Insurance Program (NFIP) prescribes certain federal standards for repairs, alterations and new construction within flood plains as a condition for acceptance for a flood- prone community within that program.
- For other types of disasters, similar standards for hazard mitigation may be available and appropriate for local, state and federal use.
- The Federal/State Hazard Mitigation Team will be aware of existing standards and may recommend construction standards for consideration as hazard mitigation measures related to the Major Disaster or Emergency.

FEMA Standards:

- Working with the state, county and cities, through the Federal/State Hazard Mitigation Team, the FEMA Regional Director shall encourage local adoption and enforcement on all projects, including non-

federally assisted projects, of appropriate standards for hazard mitigation.

- The FEMA Regional Director may suspend or refuse to approve any project application until he/she is satisfied that the approved work will result in a facility or structure safe and usable for the pre-disaster function, or for alternate functions proposed as flexible funding by the applicant according to those regulations.



## Enclosure 5

### CONTRA COSTA COUNTY HAZARDS

This enclosure identifies hazards that Orinda and Contra Costa County residents could face. Enclosures 5a-5g outline hazards which affect Contra Costa County and Orinda in general terms. Enclosure 6 examines the hazards as they apply specifically to Orinda. It is important to understand the county wide hazards since they will affect Orinda in many ways such as transportation, utilities, mutual aid. Emergency response actions to combat these hazards are listed in the Operations Guide of each annex in the next section of this plan. This enclosure includes information about:

Enclosure	Hazard
5-a	Major Earthquake
5-b	Hazardous Materials Incident
5-c	Imminent/Actual Flood
5-d	Imminent/Actual Dam Failure
5-e	National Security
5-f	Wildfire
5-g	Landslide

## MAJOR EARTHQUAKE

### 1. GENERAL SITUATION

On October 17, 1989, the earth reminded the residents of the Bay Area, that the ground is unstable. The Loma Prieta Quake affected thousands, and luckily limited the number killed. A few buildings in Contra Costa County experienced some structural damage, but for the most part, the county escaped major damage. Most areas in the county reported only moderate shaking.

All reports from local geologists and seismologists indicate that the Loma Prieta gave us a glimpse of what may happen during a greater quake in the bay area - a quake on the Hayward Fault.

When a major earthquake strikes on the Hayward or the northern section of the San Andreas, Contra Costa County may sustain numerous casualties, significant property damage and be faced with other ensuing hazards. Contra Costa County could also feel the effects of one of its own four faults, each capable of a earthquake between 5 and 6.5 on the Richter Scale. The extent of these effects depends on the fault involved, time of day and season of the year. The potential catastrophic effects of such an earthquake would more than likely exceed the response capabilities of both county and local government. Damage control and disaster relief would be required from local governments outside the disaster area, state and federal governments, and private organizations.

Extensive search and rescue operations may be required to assist trapped or injured people. Identification and burial of many dead bodies would pose many problems; public health would be a serious concern. Mass evacuation may be essential to save lives. Many families would be separated, particularly if the earthquake should occur during working hours, and a personal inquiry or locator system would be essential to maintain morale. Emergency operations could be seriously hampered by loss of communications, damage to transportation routes, and disruption of public utilities and services. Transportation systems leaving, entering and within the disaster area will be affected.

Assistance from unaffected cities within the county, other counties, the state, and federal agencies could be required for an extended period. Primary efforts would focus on debris clearance, demolition of unsafe structures, assistance in recovering public services and utilities, and the provision of continuing care and welfare for the affected population, including temporary housing for displaced people.

### 2. SPECIAL SITUATION

Both the San Andreas and Hayward Faults pose a significant threat to the Bay Area. The Hayward Fault, a seismically active element of the San Andreas Fault System, exposes Contra Costa County to the greater risk potential. In 1868, the Hayward Fault unleashed an earthquake estimated at Richter magnitude seven. Prior to the 1906 San Andreas quake, the Hayward Fault temblor was the

largest earthquake in California history. It is reasonable to expect that earthquakes of comparable magnitude will occur along the Hayward Fault.

A particular concern for Contra Costa County is that a major earthquake may trigger an industrial disaster. The density of petroleum and chemical industries and the transshipping of military explosives, result in large quantities of potentially explosive, flammable and poisonous materials being stored, processed and transported in the county. Because of the location of large industrial plants and storage areas, the design and construction of industrial structures may not survive a major earthquake.

A large quake along the Hayward and San Andreas Fault Zones would definitely cause damage in this county. In addition to these prominent fault zones, four faults in Contra Costa County could have enough movement to declare a Local Emergency, require outside assistance, and lead to state and federal aid.

**Antioch Fault:** This fault enters Contra Costa County from Sacramento County near the City of Antioch. It travels a short distance south of Antioch, and ends near the old Antioch Airstrip. A 6.0 quake struck this area in 1889.

**Calaveras Fault:** This fault enters the south central part of the county, and runs along Interstate 680. The most active section ends near the Town of Danville, with traces running up to the 680/24 interchange. A large quake along this fault occurred in 1861. Swarms of minor quakes struck near the northern section of the Town of Danville in 1970 and 1990.

**Concord Fault:** Traces of this fault are evident from the NW face of Mount Diablo, run NNW through the City of Concord, and exit into the Carquinez Straits along Interstate 680. Moderate quakes, such as the 5.4 in 1955, have been noticed over the last 100 years. A temblor closer to 6.2 can be expected in the future.

**Greenville Fault:** This fault enters the county from the Livermore area, east of Camp Parks. It travels NW and ends in a remotely populated area east of Danville. Frequent movement, such as the 6.0 in 1980, has been noted.

What can Contra Costa County expect from an earthquake magnitude 7.5 or greater on the Hayward Fault or 8.3 on the San Andreas Fault?

Several publications have suggested the amount and types of damages. These studies include:

EARTHQUAKE PLANNING SCENARIO FOR A MAGNITUDE 7.5 EARTHQUAKE ON THE HAYWARD FAULT IN THE SAN FRANCISCO BAY AREA, Special Publication 78, California Division of Mines and Geology, 1987.

EARTHQUAKE PREPAREDNESS IN THE SAN FRANCISCO BAY REGION, California Seismic Safety Commission, September 1984.

EARTHQUAKE PLANNING SCENARIO FOR A MAGNITUDE 8.3 EARTHQUAKE ON THE SAN ANDREAS FAULT IN THE SAN FRANCISCO BAY AREA, Special Publication 61, California Division of Mines and Geology, 1982.

A STUDY OF EARTHQUAKE LOSSES IN THE SAN FRANCISCO BAY AREA, National Oceanic and Atmospheric Administration, 1972.

### 3. HAYWARD FAULT TEMBLOR

#### Casualties

Since studies only estimate the total number of deaths and injured for the entire San Francisco Bay Area, it is assumed that some of these casualties will be in Contra Costa County. The total number of estimated deaths for the Bay Area is 1000-4000. Additionally, three times the death toll will require hospitalization, and at least 30 times that number will be non-hospitalized casualties.

#### Schools and Hospitals

Although most schools in the county are earthquake resistant, substantial damage to several schools can be anticipated due to their proximity to the fault. Also, schools in the hills east of the fault will be impaired due to disrupted utility services.

It is estimated that there will be a significant loss of acute care hospital space because several facilities were built prior to the 1972 hospital building requirements. The Loma Prieta Quake severely affected hospitals close to the fault zone. In Contra Costa County, three hospitals rest close to the Hayward Fault.

#### Transportation

##### HIGHWAYS

Bridges that span the bay or rivers will be temporarily closed due to ground and structural failures at bridge approaches. This includes:

San Francisco-Oakland (Bay Bridge) will be closed due to damage to the east approach.

Richmond-San Rafael probably will be limited to emergency traffic for up to 36 hours.

Interstates: the following will be closed or severely damaged:

80: at San Pablo due to surface fault offsetting;

580: east of Oakland due to surface fault offsetting;

880: will be closed due to liquefaction and strong ground shaking.

Highway Routes: the following will be closed or severely damaged by surface fault offsetting:

4: in several locations between Pinole and Pittsburg;

13: several locations;

24: west of the Caldecott Tunnel.



## AIRPORTS

Buchanan Field: Although potential damage has not been estimated, access to the airport will be restricted due to damage to Routes 4 and 24. Smaller aircraft, such as the C-130, will be able to use Buchanan on a limited basis.

International Airports: Commuters using the Oakland International airport can expect the airstrips to be closed indefinitely due to ground failure. Commuters using San Francisco International could expect limited closures. Damages are not expected to be severe.

Other Airports: The Sacramento, San Joaquin and Solano County Airports should be open. Travis Air Force Base will be open to support incoming mutual aid.

## RAILWAYS

Train service probably will be disrupted due to fault rupture, ground failure and structural damage to many bridges.

BART will be closed due to lack of electricity and damage to the Berkeley Hills' tunnels.

## WATER TRANSIT FACILITIES

Port facilities at Richmond and in the Carquinez Straits are expected to be non-functional, due to power loss and damage to truck and rail access routes. Damage to oil pipelines and storage facilities at these sites pose a threat of fire and contamination.

## Communications

### TELEPHONE

Telephone capabilities will be limited because of overload, equipment failure/damage, and power outage. Phone receivers will be knocked off their hooks and incoming post-earthquake calls from relatives outside the area, and local people trying to call loved ones nearby, will overwhelm the number of available phone lines.

### TELEVISION

After the Loma Prieta Quake, most television stations were able to return quickly to the air, because of emergency power and ingenuity. Cable television stations in the county will be hampered by damage to transmission equipment.

### COMMERCIAL RADIO

Similar to the television stations, several radio stations were able to maintain broadcasts for the first 24 to 48 hours after Loma Prieta, because of preparedness. Most stations are not as well equipped and may not return to normal broadcasting quickly when the Hayward Fault shakes.

### FIELD RADIOS

Public safety radio systems will probably remain free. Some disturbance may be noticed. Mobile radios and hand-held portables may provide the

most reliable. The microwave system in the county has been hardened and is expected to survive intact.

#### Electrical Power

Estimates suggest there may be significant power loss for over 72 hours in many areas. For the first 24 hours, 75 - 100% power loss can be expected in the county.

#### Water Supply and Sewage

Water supplies probably will be crippled for at least 24 hours. Waste water pipelines from the hillside areas that cross the Hayward Fault may be sheared and unable to carry sewage. Electrical outage will further hamper sewage treatment.

All dams operated by EBMUD have had recent work done to strengthen them against failure. All are expected to survive. See Enclosure 5-4, Imminent/Actual Dam Failure for dam locations, information and response plans should a dam fail.

#### Natural Gas

There will probably be extensive damage. But, the restoration of service to most areas will be relatively quick, except for some areas in the hills immediately east of the fault. Broken residential service connections may cause many fires.

#### Petroleum Refineries

Six large refineries are located in Contra Costa County. All are subject to damage that might result in fires and contamination. Operations at these facilities probably will be restricted due to utility failure. Pipelines transporting petroleum fuels across the Hayward Fault at San Pablo may rupture.

#### 4. SAN ANDREAS TEMBLOR

##### Transportation

##### HIGHWAYS

Bridges that cross the bay or rivers are subject to damage. This includes the following:

Golden Gate, San Francisco-Oakland Bay, Richmond-San Rafael, and San Mateo bridges will not be usable for an extended period, possibly days.

Carquinez and Benicia/Martinez bridges will be closed for less than 12 hours because of bridge approach damage. The Benicia Viaduct will remain open.

Freeways:

880: between Richmond and San Leandro will be seriously damaged.

80 and 580: with connections to Interstate 680 and Route 24 will be available.

680: will have problems with falling debris and closures of routes 4 and 24.

Routes:

4: Will be closed for less than 12 hours along the pass to western county and damage to some overpasses.

24 at the Caldecott Tunnel: One tunnel and one lane should be operative within the first few hours after the earthquake, with full operation within 12 hours.

AIRPORT

Buchanan Field: will be available, but with limitations.

International Airports: Commuters from San Francisco and Oakland will be stranded because of indefinite closures caused by liquefaction.

RAILWAYS

Rail transportation to and from the Bay Area probably will be unavailable for the initial 72 hours following the earthquake.

BART will be damaged or will require safety inspections to an extent that will render the system inoperative during the initial 72 hour post-earthquake period.

WATER TRANSIT FACILITIES

Many docks in the Bay Area are pile supported and should not experience significant damage. Container terminals, which are frequently constructed on fill, will be seriously damaged. Docks at Richmond and the Carquinez Straits should be accessible.

Communications

TELEPHONE

Telephone capabilities will be affected similar to the Hayward Fault scenario listed before.

TELEVISION/RADIO

Major San Francisco-based transmission centers for television and radio broadcasting will incur damage, and may not be operational for up to 72 hours. Radio stations in Contra Costa County should remain operational.

Water Supply and Waste Disposal

The county's water supply may be partially disrupted, but will be quickly repaired. Sewage treatment facilities, most of which are built on

structurally poor ground near the Bay, will suffer damage resulting in the discharge of raw sewage into the Bay.

Dams throughout the county are expected to survive. See Enclosure 5-4, Imminent/Actual Dam Failure for a list.

#### Electrical Power

The county probably will be without power, at least temporarily, during some portion of the first 72 hour period.

#### Natural Gas

Damage and repair problems to essential transmission lines should not be significant.

#### 5. EMERGENCY RESPONSE ACTIONS

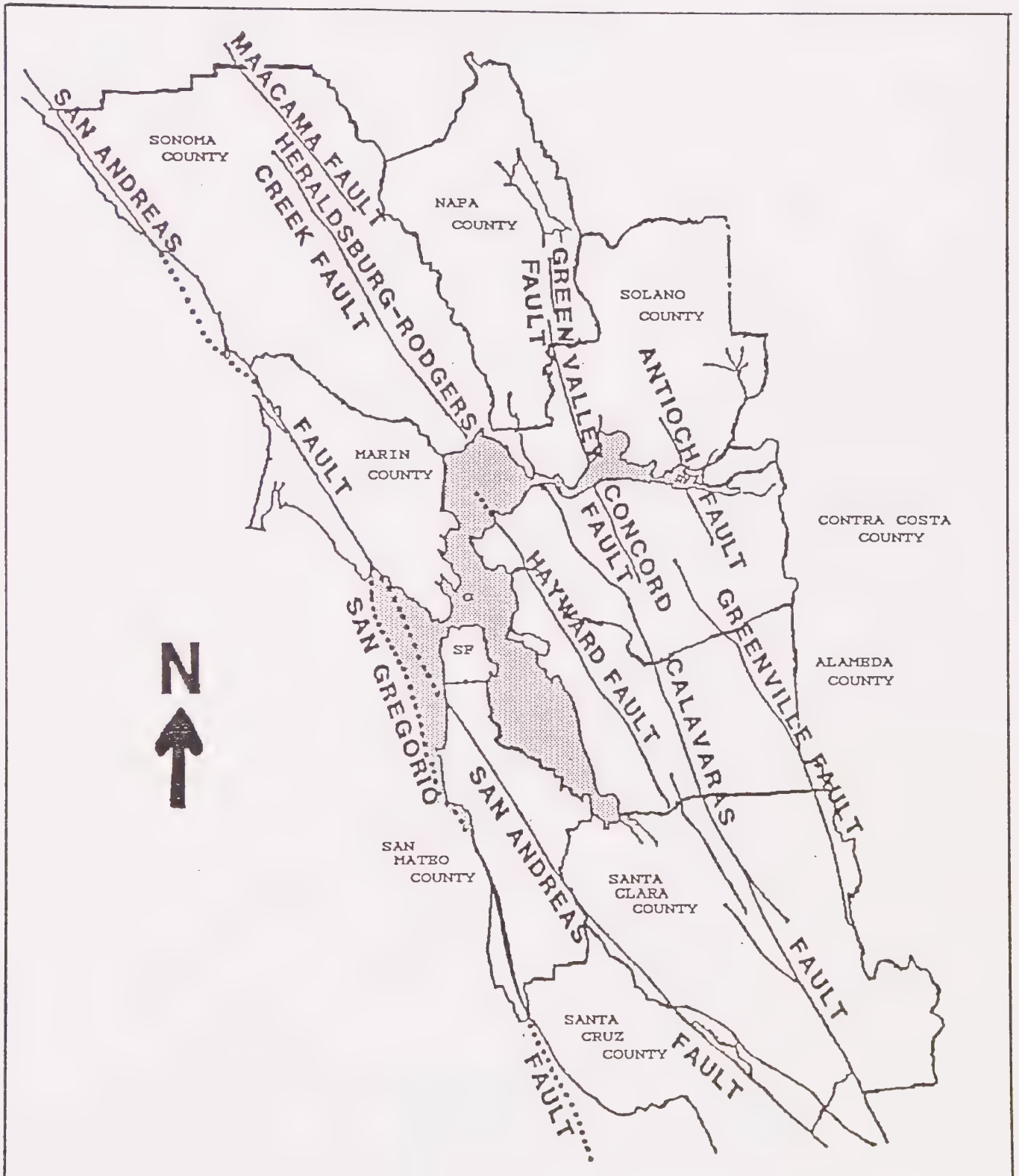
Actions taken following a major earthquake are listed in the annexes to this plan.

#### Attachments:

- 1 Bay Area: Fault Map
- 2 Contra Costa County: Fault Map



BAY AREA: FAULT MAP





# CONTRA COSTA COUNTY

## CALIFORNIA







## HAZARDOUS MATERIALS INCIDENT

### 1. GENERAL SITUATION

The release of hazardous materials to the environment could cause a multitude of problems. Most significantly, hazardous materials threaten the environment, human health, and property loss or damage. The extent of damage is dependent on the type, location and quantity of the material released. Although hazardous materials incidents can happen almost anywhere, certain areas of Contra Costa County are at higher risk.

The river and bay, the railway system, freeways and pipelines that cross the county are frequently used for transporting hazardous materials. Combined with the number of industrial facilities that manufacture chemical products within Contra Costa County, an enormous amount of hazardous materials are created, transported, used, stored or disposed in the county. The residents of the county are at high risk to a hazardous materials mishap.

In the last year, the nation experienced releases of explosive and highly flammable materials which caused fatalities and injuries, necessitated large-scale evacuations and destroyed millions of dollars worth of property. Toxic chemicals in gaseous form have caused injuries and fatalities among emergency response teams and passers-by. When toxic materials have entered either surface or ground water supplies, serious health effects have resulted. Releases of hazardous chemicals have been especially damaging when they occurred in highly populated areas or along heavily travelled transportation routes.

### 2. SPECIAL SITUATION

Hazardous materials spills or releases do occur frequently in Contra Costa County. Luckily, the spills/releases have been small to moderate in size up to now. The fact is that a large hazardous material spill/release is the most significant danger that Contra Costa County faces.

The largest concentration of petroleum and chemical production facilities in the State of California stretches along the Contra Costa County's shoreline from Richmond, along the bay and river, to Antioch. Large amounts of hazardous materials are transported daily along Interstates 80 and 680 and Highway Routes 4, 24 and 242. In addition, there are railroads, petroleum and natural gas pipelines, water routes and airports within the county. These present the potential for incidents with hazardous materials that could have a disastrous impact upon county residents.

### 3. EMERGENCY RESPONSE ACTIONS

Emergency response actions for field response personnel are outlined in the Contra Costa County Hazardous Materials Area Plan. A matrix of responsibilities are listed on the next page. Personnel who staff the Emergency Operations Center (EOC) are given certain tasks. These emergency actions are listed in the annexes to this plan.

## HAZARDOUS MATERIAL RELEASE RESPONSE MATRIX

## LOCAL RESPONSE AGENCIES

## STATE

## FEDERAL

## RESPONSIBILITY

## CHP/LE FA EH OES EMS PW

## F/G C-T CHP

## CG/EI

L	<u>Incident Command**</u>	P	S					P <sub>2</sub> -	S <sub>3</sub> -	P <sub>3</sub> -	P <sub>4</sub>	P <sub>5</sub>
A	<u>Scene Isolation</u>	P	S					P <sub>2</sub> -	S <sub>3</sub> -	P <sub>3</sub> -	P <sub>4</sub>	P <sub>5</sub>
W	<u>Evac/Shelter-in-Place</u>	P	S	S	S			P <sub>2</sub> -	S <sub>3</sub> -	P <sub>3</sub> -	P <sub>4</sub>	P <sub>5</sub>
	<u>Communications</u>	P	S					P <sub>2</sub> -	S <sub>3</sub> -	P <sub>3</sub> -	P <sub>4</sub>	P <sub>5</sub>
E	<u>Public Information</u>	P	S	S				P <sub>2</sub> -	S <sub>3</sub> -	P <sub>3</sub> -	P <sub>4</sub>	P <sub>5</sub>
N	<u>Access to Remote Areas</u>	P	S					P <sub>2</sub> -	S <sub>3</sub> -	P <sub>3</sub> -	P <sub>4</sub>	P <sub>5</sub>
F	<u>Investigation/Prosecution</u>	P	S	S				P <sub>2</sub> -	S <sub>3</sub> -	P <sub>3</sub> -	P <sub>4</sub>	P <sub>5</sub>
F	<u>Rescue</u>	S	P	S						S <sub>3</sub> -	P <sub>4</sub>	P <sub>5</sub>
I	<u>Containment</u>		P			S	S		S <sub>3</sub> -	S <sub>3</sub> -	P <sub>4</sub>	P <sub>5</sub>
R	<u>Fire Control</u>		P						S <sub>3</sub> -	S <sub>3</sub> -	P <sub>4</sub>	P <sub>5</sub>
E	<u>Hazard Recognition</u>	S	P	S					S <sub>3</sub> -		P <sub>4</sub>	P <sub>5</sub>
H	<u>Hlth &amp; Env. Haz. Asmt.</u>	S	S	P				P <sub>2</sub> -			P <sub>4</sub>	P <sub>5</sub>
E	<u>Decontamination</u>		S	P		S		P <sub>2</sub>			P <sub>4</sub>	P <sub>5</sub>
A	<u>Product ID/Monitoring</u>		S	P							P <sub>4</sub>	P <sub>5</sub>
L	<u>Emergency Product Removal</u>	S		P					P <sub>3</sub> -		P <sub>4</sub>	P <sub>5</sub>
T	<u>Notification</u>	S	S	P					S <sub>3</sub> -	P <sub>3</sub> -	P <sub>4</sub>	P <sub>5</sub>
H	<u>Interagency Training</u>	S	S	P	S	S	S				P <sub>4</sub>	P <sub>5</sub>
O												
E	<u>Disaster Resource Coord.</u>	S	S		P				P <sub>3</sub> -	S <sub>3</sub> -	P <sub>4</sub>	P <sub>5</sub>
S	<u>Critique/HazMat Committee</u>	S	S	S	P							
E												
M	<u>Medical Care Management</u>	S	S			P				S <sub>3</sub> -	P <sub>4</sub>	P <sub>5</sub>
S												
A	<u>Safety Officer</u>	P	P	P								
L	<u>Departmental Training</u>	P	P	P	P	P	P					
L	<u>Response/Coord. Plans</u>	P	P	P	P	P	P					

## LEGEND:

- P - Primary Local Agency to Coordinate Activities at Local Incidents Level  
 P<sub>2</sub> - Primary State Agency Coordinator for Off Highway Incidents  
 P<sub>3</sub> - Primary State Agency Coordinator for On Highway Incidents  
 P<sub>4</sub> - Primary Federal On-Scene Coordinator: Coastal Zone  
 P<sub>5</sub> - Primary Federal On-Scene Coordinator: Inland Zone  
 S - Support Agency Having Capabilities to Assist Agencies with Primary Responsibilities  
 S<sub>3</sub> - Support Agency on State Highway  
 LE - Law Enforcement/CHP  
 FA - Fire Agencies  
 EH - Environmental Health  
 OES - Office of Emergency Services  
 EMS - Emergency Medical Services  
 PW - Public Works  
 F/G - Department of Fish and Game  
 C-T - Cal-Trans  
 CHP - California Highway Patrol  
 CG - Coast Guard  
 EPA - Environmental Protection Agency

\*\*Incident command responsibility remains with local government, even when state and federal agencies respond.

IMMINENT/ACTUAL FLOODING

1. GENERAL SITUATION

Floods are usually either slow-rise or flash floods. Slow-rise floods may be preceded by a warning time lasting from hours, to days, or even weeks. This allows local authorities and citizens to prepare. Evacuation and sandbagging for a slow-rise flood may lessen flood-related damage. Unfortunately, flash floods do not usually have a "build-up" period. The warning time is usually very short for flash floods. This makes them difficult to prepare for, if any warning is given at all. Flash flood warnings usually require evacuation within an hour.

Once flooding begins, rescuing people trapped by flood water, securing utilities, sheltering evacuees, cordoning off flooded areas and controlling the movement of resources and personnel have the highest priorities. These actions may overtax local agencies, and additional personnel and resources may be required. It is anticipated that existing mutual aid resources would be used to augment local resources as necessary.

2. SPECIAL SITUATION

Several areas in Contra Costa County are subject to flooding. In the eastern part of the county, the San Joaquin River and other tributaries form the Delta Area that is affected by high tides, heavy rains and snow melt from the Sierra-Nevada Mountains. The San Pablo and Wildcat Creeks in the Richmond-San Pablo area, Las Trampas and Lafayette Creeks in the central portion of the county and other creeks and waterways in the county swell and overflow after extensive periods of rain.

Warning systems are limited. There are no state or federal river monitoring stations in the county. But, there is a monitoring station at Rio Vista that gives a good indication of the danger levels for flooding in the Delta Area, and the County Flood Control District maintains several rain gauges at various locations in the county. The Contra Costa County Office of Emergency Services monitors the weather reports provided over CLETS. When rain levels rise toward the danger levels, local government agencies are given warning, and local radio stations will be contacted to share the information.

3. EMERGENCY READINESS STAGES

A slow-rise flood situation will provide some opportunity for warning those areas expected to be affected. When ongoing rain and predicted high tides occur together, emergency response may focus primarily on the Sacramento River area, because the "Delta" is the largest area of the county that could be affected by these combined conditions.

The Contra Costa County Office of Emergency Services will monitor the predicted high tide reports from the monitoring station at Rio Vista. When the expected high tide is 8.3 feet or higher, all Delta Reclamation Districts



will be notified as soon as possible. The Reclamation Districts are responsible for insuring that the Office of Emergency Services is provided with current telephone notification information for individuals who should receive the high tide data.

The Reclamation Districts have the most current information on their levees. When they receive information on high tides, the district will take necessary action to insure that residents and businesses in that district are informed of the situation. Actions should include the following:

- Notify personnel of potential danger;
- Activate levee patrols; and
- Inventory emergency resources.

If it appears that there will be a break in the levee or if the water tops the levee, the reclamation district staff and emergency personnel in the delta area should take the following actions:

- Evacuate families of emergency personnel that live in the area; return to work. This action can be taken on the initiative of the Chairperson of the district. The county will not order the evacuation of district personnel without first attempting to coordinate with the Chairperson.
- Notify the Office of Emergency Services of the situation - keep OES updated on developments. Request any assistance necessary.
- Maintain a written log of actions taken and situation development.

#### 4. EMERGENCY RESPONSE ACTIONS

Emergency actions taken by county departments are listed in each annex of this plan.



IMMINENT/ACTUAL DAM FAILURE

1. GENERAL SITUATION

Dependent upon how a dam is constructed, several causes for dam failures are known. Dam failure can be caused by natural events, such as earthquakes, excessive rain that erodes the dam face or foundation, or rapid water flow caused by heavy rain. Technological failure occurs from improper siting, rapidly rising flood waters and structural/design flaws. When a natural event, such as an earthquake, compounds a technological flaw, the possibility of dam failure increases.

The St. Francis Dam in Southern California failed suddenly in 1928. The Baldwin Hills Dam, also in Southern California, failed in 1963. After the 1972 Asylmar Quake in the Los Angeles area, the Van Norman Dam nearly failed. Within a year after each of these events legislators and safety officials were prompted to pass different sections of the Dam Safety Act (Section 8589.5 of the Government Code). The State of California, Department of Water Resources manages the Dam Safety Program.

Warning people about a dam's potential for failure is usually determined by the frequency of inspections for structural integrity, the flood wave arrival time (the time it takes for the flood wave to reach its maximum distance of inundation), and the capability to notify people downstream and their ability to evacuate. The existence of a site-specific evacuation plan, and the updating and exercising of that plan, assists in warning and evacuation activities.

A dam failure will cause loss of life, damage to property, and other ensuing hazards, as well as the displacement of people residing in the inundation path. Damage to electric generating facilities and transmission lines also could impact life support systems in communities outside the immediate hazard areas.

A catastrophic dam failure, depending on size of dam and population downstream, could exceed the response capability of local communities. Damage control and disaster relief support would be required from other local governmental and private organizations, and from the state and federal governments.

Mass evacuation of the inundation areas will be essential to save lives, if warning time permits. Extensive search and rescue operations may be required to assist trapped or injured people. Emergency medical care, food, and temporary shelter would be required for injured or displaced people. Identification and burial of many dead bodies would pose many problems; public health would be a serious concern. Many families would be separated, particularly if the failure should occur during working hours, and a personal inquiry or locator system would be essential. These and other emergency operations could be hampered by the loss of communications, damage to transportation routes, and the disruption of public utilities and other essential services.

Government assistance could be required and may need to continue for an extended period. These efforts would focus on debris and road clearance, demolition of unsafe structures, assistance in recovering public services and utilities, and the provision of continuing care and welfare for the affected population including, as required, temporary housing for displaced people.

## 2. SPECIAL SITUATION

In Contra Costa County, 27 dams could potentially flood residential and business communities. At the time this document was edited, two additional dams had been proposed, but not yet constructed. The 27 dams are owned by several agencies, including the East Bay Municipal Utilities District (EBMUD), U.S. Reclamation District, Contra Costa Water District and private owners.

There are two types of dams in the county. All dams, except for the San Pablo Reservoir, are earthen and rockfill (earthen-rockfill). The San Pablo Reservoir is a hydraulic dam. Each type of dam has different failure characteristics. The earthen-rockfill dam will fail gradually due to erosion. The hydraulic dam will fail almost instantly.

General information, a map of the potential inundation area, proposed traffic control points, evacuation routes, and shelter locations are maintained in the Contra Costa County Dam Failure Contingency Plan. This plan does not replace the Dam Failure Plan. The Contra Costa County Office of Emergency Services reviews and updates the Dam Failure Plan as needed, works with local agencies to ensure the evacuation plan are maintained and the necessary agencies have copies of the plan.

Annex H, Movement, of this plan has a list of the Traffic Control Points for each dam and assigns responsibility for staffing each. The following attachment provides a description, lists the owner and identifies the jurisdiction(s) affected if the dam fails.

## 3. EMERGENCY RESPONSE ACTIONS

Emergency response actions are presented in each annex to this plan.

# Enclosure 5-d, Attachment 1

## Contra Costa County Dams

Name of Dam <u>Location/Description</u>	<u>Owner</u>	<u>No. of People/ Affected Jurisdictions</u>
Antioch Reservoir * Dam Failure Plan No. 1 ** TB Map: 56, A-3 *** Acre Feet: 722 Dam Height: 30'	City of Antioch	2,000 people in: City of Antioch
Argyle #2 Reservoir Dam Failure Plan No. 2 TB Map: 2, E-7 (not shown on TB map) Acre Feet: 22 Dam Height: 27'	East Bay Municipal Utilities District (EBMUD)	500 people in: County (El Sobrante area) City of Pinole
Bethany Reservoir Dam Failure Plan No. 27 TB Map: 114, 115 Acre Feet: 6,400 Dam Height: 95'	Department of Water Resources	35 people in: County (Byron Area)
Briones Reservoir Dam Failure Plan No. 3 TB Map: 42 Acre Feet: 67,500 Dam Height: 273'	EBMUD	62,184 people in: City of Orinda City of Richmond City of San Pablo
Lake Anza Dam Failure Plan No. 4 TB Map: 68, D-2 Acre Feet: 243 Dam Height: 83'	East Bay Regional Park	6,930 people in: County (Kensington) City of Richmond City of San Pablo
Clifton Court Forebay Dam Failure Plan No. 5 TB Map: 94, 113 Acre Feet: 29,000 Dam Height: 34'	Department of Water Resources	35 people in: County (Byron area)
Contra Loma Reservoir Dam Failure Plan No. 23 TB Map: 55, D-3 Acre Feet: 2,095 Dam Height: 88'	U.S. Bureau of Reclamation	4,837 people in: City of Antioch County (north of Antioch)
Danville Reservoir Dam Failure Plan No. 6 TB Map: 98, B-4 (not shown on TB map) Acre Feet: 45 Dam Height: 75'	EBMUD	1,065 people in: Town of Danville
Deer Creek Reservoir Dam Failure Plan No. 7 TB Map: 61, A-5 (not shown on TB map) Acre Feet: 233 Dam Height: 28'	Contra Costa County Flood Control District	50 people in: City of Brentwood County (west of Brentwood)

\* Contra Costa County Dam Failure Contingency Plan, maintained by the County Office of Emergency Services.

\*\* Thomas Brothers Map Coordinates in the Contra Costa and Alameda County 1989 edition.

\*\*\* Acre Feet is a unit of measure for water systems. One Acre Foot =

<u>Name of Dam</u> <u>Location/Description</u>	<u>Owner</u>	<u>No. of People/</u> <u>Affected Jurisdictions</u>
Dry Creek Reservoir * Dam Failure Plan No. 8 ** TB Map: 61, C-7 (not shown on TB map) *** Acre Feet: 362 Dam Height: 30'	Contra Costa County Flood Control District	499 people in: City of Brentwood County (south and west of Brentwood)
Fay Hill Reservoir Dam Failure Plan No. 26 TB Map: 74, A-1 (not shown on TB map) Acre Feet: 8 Dam Height: 10'	Town of Moraga	Town of Moraga
Lafayette Reservoir Dam Failure Plan No. 9 TB Map: 71, D-5 Acre Feet: 3,500 Dam Height: 132'	EBMUD	32,000 people in: City of Lafayette City of Walnut Creek City of Pleasant Hill City of Concord County
Lake Cascade (also known as Lake Orinda) Dam Failure Plan No. 10 TB Map: 69, E-3 Acre Feet: 220 Dam Height: 45'	Orinda Country Club	City of Orinda
Leland Reservoir Dam Failure Plan No. 11 TB Map: 72, D-3 Acre Feet: 60 Dam Height: 41'	EBMUD	420 people in: City of Lafayette County (east of Lafayette)
Maloney Reservoir Dam Failure Plan No. 12 TB Map: 12, D-4 Acre Feet: 68 Dam Height: 107'	EBMUD	2,100 people in: City of Pinole
Marsh Creek Reservoir Dam Failure Plan No. 13 TB Map: 87, D-5 (not shown on TB map) Acre Feet: 4,425 Dam Height: 59'	Contra Costa County Flood Control District	2,100 people in: City of Brentwood County (south of Brentwood, west of Discovery Bay)
Martinez Reservoir Dam Failure Plan No. 24 TB Map: 10, C-3 Acre Feet: 2,095 Dam Height: 88'	US Bureau of Reclamation	50 people in: City of Martinez Shell Oil Refinery County
Moraga Reservoir (not to be confused with La Salle Lake) Dam Failure Plan No. 14 TB Map: 74, A-4 (not shown on map) Acre Feet: 36 Dam Height: 37'	EBMUD	325 people in: Town of Moraga

\* Contra Costa County Dam Failure Contingency Plan, maintained by the County Office of Emergency Services.

\*\* Thomas Brothers Map Coordinates in the Contra Costa and Alameda County 1989 edition.

\*\*\* Acre Feet is a unit of measure for water systems. One Acre Foot =



<u>Name of Dam</u> <u>Location/Description</u>	<u>Owner</u>	<u>No. of People/</u> <u>Affected Jurisdictions</u>
North Reservoir Dam Failure Plan No. 15 TB Map: 36, A-2 Acre Feet: 244 Dam Height: 82'	EBMUD	7,820 people in: City of Richmond City of San Pablo County (between Richmond and San Pablo)
Pine Creek Reservoir Dam Failure Plan No. 16 TB Map: 76, D-5 (not shown on TB map) Acre Feet: 255 Dam Height: 87'	Contra Costa County Flood Control District	13,200 people in: City of Walnut Creek City of Concord County (east of Walnut Creek Open Space)
Port Costa Reservoir Dam Failure Plan No. 17 TB Map: 4, E-4 Acre Feet: 39 Dam Height: 45'	Owned by Private Citizen	300 people in: County (Town of Port Costa)
San Pablo Reservoir Dam Failure Plan No. 18 TB Map: 41 Acre Feet: 43,193 Dam Height: 170'	EBMUD	44,200 people in: City of Richmond City of San Pablo County (east of Richmond and between San Pablo and Richmond)
San Pablo Clearwell Dam Failure Plan No. 19 TB Map: 67, E-1 (not shown on TB map) Acre Feet: 17 Dam Height: 42'	EBMUD	1,410 people in: City of El Cerrito County (Kensington)
Schapiro Reservoir Dam Failure Plan No. 22 TB Map: 36, B-5 (not shown on TB map) Acre Feet: 12 Dam Height: 10'	EBMUD	950 people in: City of Richmond City of San Pablo County (between San Pablo and Richmond)
Sobrante Clearwell Dam Failure Plan No. 20 TB Map: 39, A-3 (not shown on TB map) Acre Feet: 25 Dam Height: 28'	EBMUD	155 people in: County (El Sobrante)
Summit Reservoir Dam Failure Plan No. 25 TB Map: 41, B-7 Acre Feet: 117 Dam Height: 54'	EBMUD	320 people in: County (Kensington)
Walnut Creek Clearwell Dam Failure Plan No. 21 TB Map: 46, E-6 (not shown on TB map) Acre Feet: 25 Dam Height: 102'	EBMUD	1,810 people in: City of Walnut Creek City of Pleasant Hill

\* Contra Costa County Dam Failure Contingency Plan, maintained by the County Office of Emergency Services.

\*\* Thomas Brothers Map Coordinates in the Contra Costa and Alameda County 1989 edition.

\*\*\* Acre Feet is a unit of measure for water systems. One Acre Foot =

NATIONAL SECURITY

1. GENERAL SITUATION

The social unrest in many foreign countries, the high visibility of American political activities, the unpredictability of human behavior, and the accessibility of conventional and unconventional (nuclear, bacteriological, and chemical) weapons, keep the safety and security of our nation incomplete. Terrorist activities continue to occur at an alarming rate around the world.

This emergency plan would be incomplete without considering national and local government security. National Security preparedness must include Nuclear Civil Protection (NCP) plans and special responses for nuclear emergencies.

A nuclear detonation in any region has the potential for tremendous devastation. Widespread death and destruction in the detonation area would occur because of the blast, heat and radiation. The immediate and long-term impact on the environment could be even more devastating. The threat of nuclear detonation exists from both attack on the United States and from use by terrorist groups.

Much study has taken place, and continues, concerning the effects of a nuclear detonation on life and property. Immediate and long-term effects must be analyzed and considered for planning purposes. Responses to nuclear emergencies must show awareness of the initial and lasting results.

2. SPECIAL SITUATION

The Nuclear Attack Planning Base - 1990 (NAPB 90) identifies all counties surrounding the San Francisco Bay as a high risk area. Contra Costa County is considered to be a high risk county. The possible location for detonating a nuclear device in Contra Costa County cannot be predicted with any degree of accuracy. There are many potential nuclear targets in and around Contra Costa County. A nuclear attack on central Contra Costa County is possible.

The effects of a nuclear detonation in the central county region would vary according to the strength of the bomb and the altitude at which the detonation took place. As an example, if a one megaton bomb burst above central county, all transportation arteries into and out of central Contra Costa County would be destroyed. Damage to people and buildings would vary according to distance from detonation. Attachment 1 to this enclosure displays potential damage in various areas.

No effort has been made to predict the number of casualties that would result from the thermal or nuclear radiation because of the different protection that would exist within the area. It can be assumed that there would be many immediate casualties from both thermal and nuclear radiation as well as long-term casualties from radiation sickness among people exposed to the nuclear radiation.

Likely targets for detonating a nuclear device include: County facilities, City facilities, federal government facilities, industry, dense population areas, and major transportation systems. These type of targets do not have to be within the county boundaries to cause serious damage in Contra Costa County. Neighboring counties have these type of facilities close enough to Contra Costa County to cause damage within this county if a nuclear device was detonated in the neighboring county.

### 3. EMERGENCY RESPONSE ACTIONS

Emergency response actions associated with the above situation are presented in Annex R, Radiological Protection, in this plan.

#### Attachment:

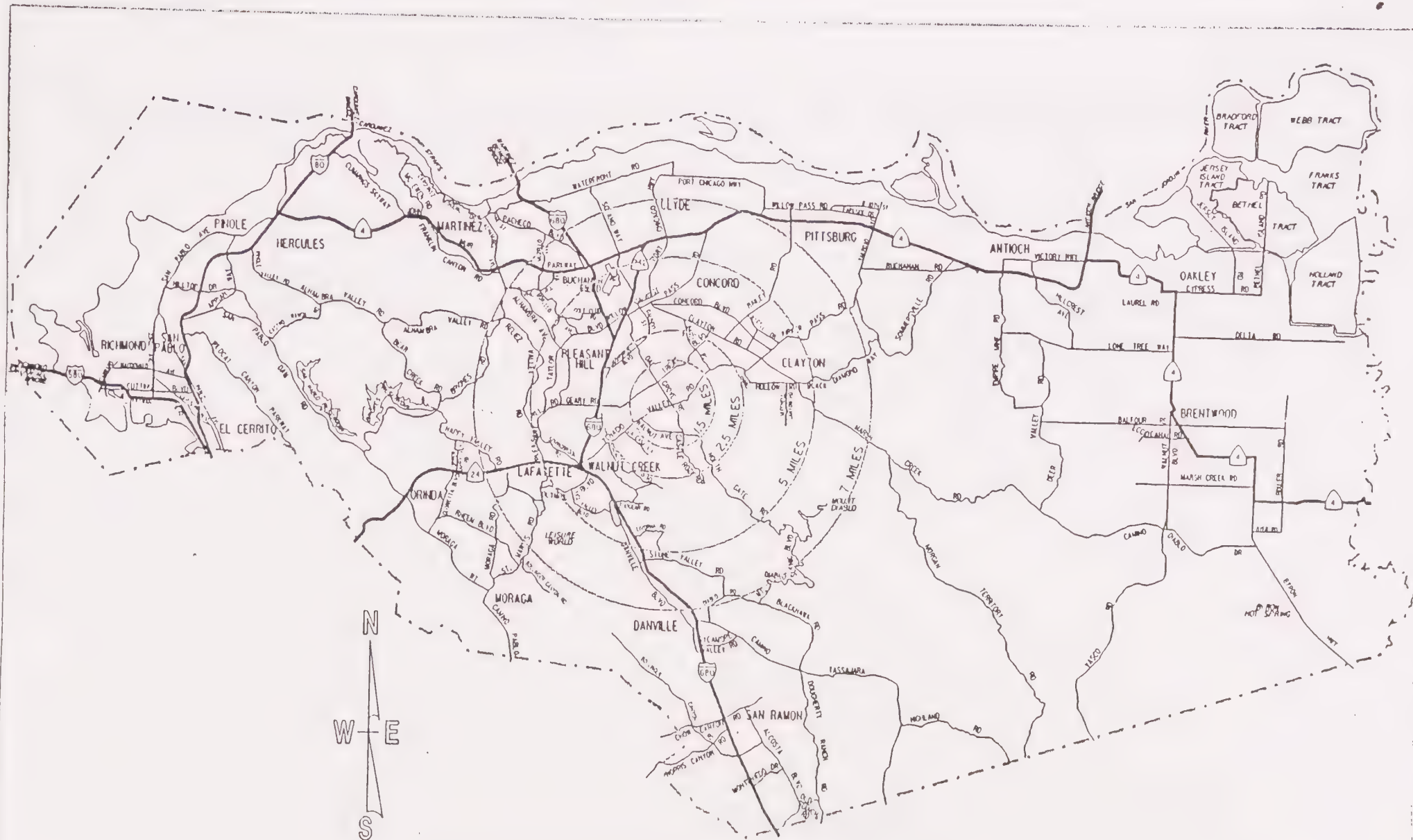
- 1 Map: Radius of Damage





# CONTRA COSTA COUNTY

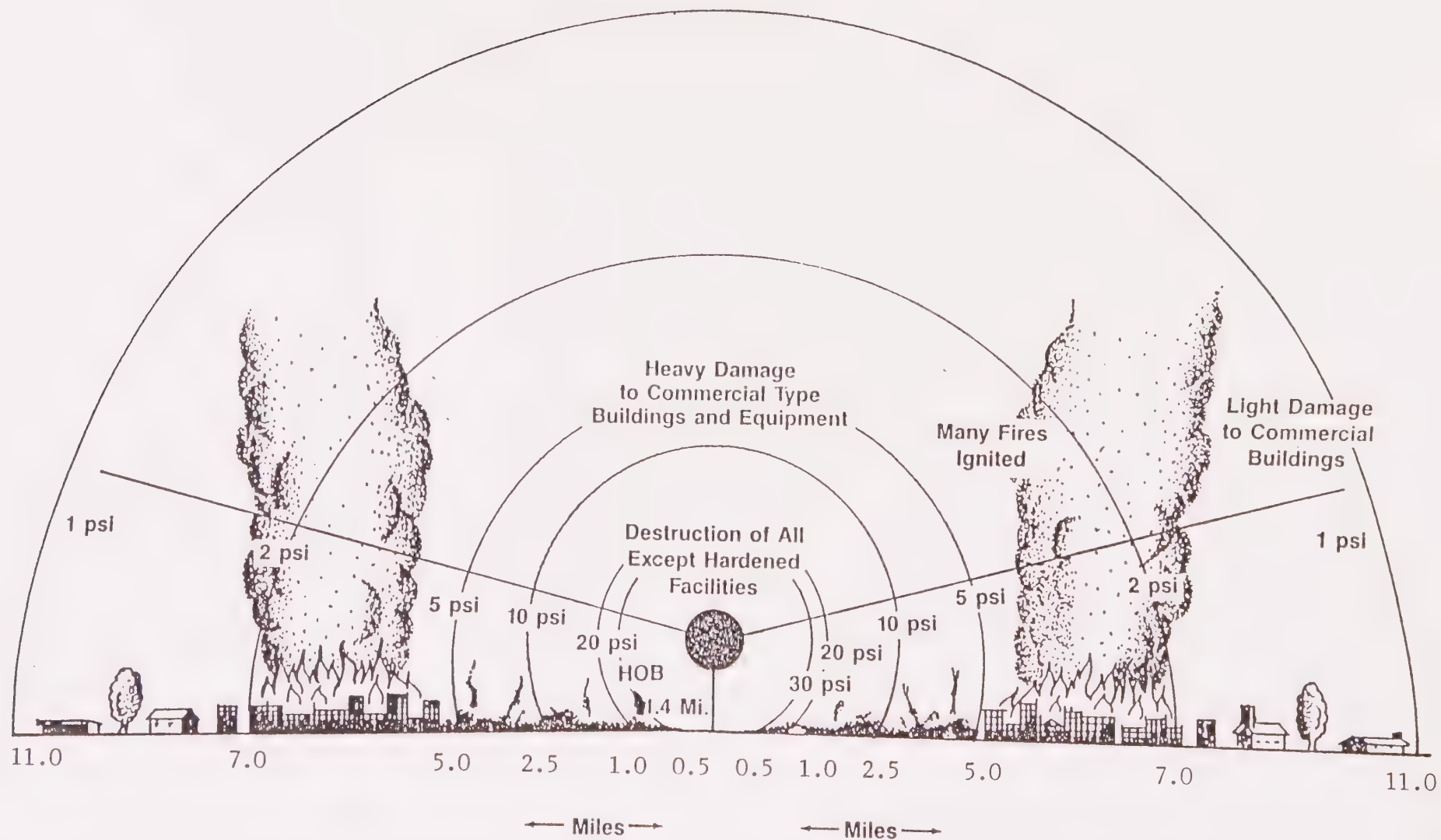
## CALIFORNIA



Description of Types of Damage within the circles above  
is listed on the back of this page.



## Direct Effects of a 1 MT Air Burst







WILDFIRE

1. GENERAL SITUATION

The Bay Area's weather is characterized by moderate temperatures and distinct rainy and dry seasons. The terrain in many places is rugged, with little or no development. In these areas, plants grow very rapidly during moderate weather conditions, and then enter a dormant period in the warmer seasons. Plant fibers become very dry, creating perfect conditions for easy ignition by chance sparks and rapid spread of a resulting fire. The extensive use of the rugged terrain by careless outdoor enthusiasts or deliberately destructive people, such as arsonists, increases the chances for wildfires. The occasional thunderstorms experienced in this area during the warm seasons also increase the likelihood of wildfires.

2. SPECIAL SITUATION

Contra Costa County is a beautiful place, with large open areas interspaced with urban areas. The hills and mountains are covered by century-old oak, redwood, elm and the younger, but prolific, eucalyptus. The ground cover beneath these trees is annual growth that provides a perfect starting place for fires, and the older, dry trees will spread the fire.

Particularly susceptible to such fires are the wooded hills along the border of Contra Costa and Alameda County, in the regional parks, Mt. Diablo and the other wooded areas scattered in other parts of the county. Travelers carelessly toss lighted cigarettes and matches, the crowded hiking trails, and the occasional thunderstorms, all increase the chances of uncontrolled fires in these areas.

3. EMERGENCY RESPONSE ACTIONS

The county fire districts and agencies have the primary responsibility for responding to wildfires. If a wildfire in a particular area exceeds the capabilities of that district or agency, the affected district/agency will request mutual aid from the County Fire Mutual Aid Coordinator.

The Office of Emergency Services will coordinate additional assistance required in the response to wildfires that are outside the fire mutual aid system. This support may include such things as RACES communication and logistical support.

## Enclosure 5-g

### LANDSLIDE

#### 1. GENERAL SITUATION

The three primary causes of landslides are: extensive saturation of the land by rainfall; movement of the land due to an earthquake; and technological slides caused by such activities as grading and undercutting of the soil.

The two most important factors influencing the performance of slopes are the nature of the bedrock, or superficial deposits, and slope angle. But, there are many factors that have a profound effect on the stability of a particular hillside. For example, the presence or absence of deep-rooted vegetation, surface and subsurface drainage conditions, thickness and engineering characteristics of soils, and underlying weathered, partially decomposed rock, all provide an orientation to the soil bedding. The particular soil orientation exerts controlling influence on slope stability during rain storms or earthquakes.

Problems that can arise from a landslide or a series of landslides vary according to cause, severity and location. Roads can be blocked or buckle underneath. Buildings may be in jeopardy from surrounding land sliding, or from the eroding of the footing of foundations, which can result in total loss of the structure. People can be trapped in structures requiring light and/or heavy rescue operations. Given the severity and location of landslides, people can be isolated for lengthy periods of time. Fire, police and medical services may not be available due to inaccessibility of some areas.

#### 2. SPECIAL SITUATION

The probability of a landslide in Contra Costa County varies with the location and cause of the slide. Any area of the county that has a slope greater than 15% can experience landslides, primarily caused by heavy rains or improper grading of the slope. For example, the Briones and Lamorinda Hills and Diablo Range are areas of the county that have experienced recent slides. These areas continue to be highly unstable, and remain subject to slides and slippages during heavy rains. Additionally, these areas may be very hazardous in an earthquake. Earthquake effects are more intense during the rainy seasons when the ground is more susceptible to landslides.

## Enclosure 6

### Orinda Hazards

#### 1. Earthquake

Orinda faces its greatest earthquake threat from the **Hayward Fault** which lies to the West along the Berkeley Hills. A 7.5 (Richter Scale) temblor would probably result in significant damage in and around the city. Following are probable impacts based on USGS studies:

#### Transportation

##### Highways

Highway 24 west of the Caldecott Tunnel will be closed or severely damaged due to surface damage. The possibility exists for some blocking of the tunnel entrances due to landslide or debris. Improved detours can be made through the area in 24 to 36 hours. San Pablo Dam Road will be closed indefinitely due to major landslides along the west shore of San Pablo Reservoir five miles east of Interstate 80. The impact is that mutual aid from the west will be severely restricted due to limited highway access. Residents of Orinda who are away from home when the earthquake occurs will have difficulty returning home. This will also have significant impact on schools. Non residents who are in Orinda will have difficulty leaving thus requiring the city to provide shelter.

##### BART

BART rail lines intersect the Hayward fault inside the Berkeley Hills tunnels. At the fault crossing, the tunnel lining was strengthened, instrumented, and other steps taken to minimize the effects of recognized fault creep. These precautions were not intended, however, to eliminate the effects of fault offset of 5 to 10 feet that would accompany a major earthquake as postulated in this scenario. A horizontal displacement averaging 5 feet on the Hayward fault will close the tunnel through the Berkeley Hills for an indefinite period of time. The disruption of electricity from PG & E will affect BART service. For planning purposes, BART may be shut down for 3 days; the area affected by the Berkeley Hills tunnel, indefinitely. The impact is similar to highway closure. Residents relying on BART will have difficulty returning to Orinda. Non residents will have difficulty leaving Orinda. Passengers stranded along the line may seek shelter in Orinda until they can arrange for transportation. If a train is approaching or crossing the fault line during the earthquake the results could be numerous injuries or fatalities. Orinda could become a casualty collection point. Recent shut downs of BART along the Concord to Oakland line have been partially restored using "bus bridges"; this may not be feasible after a large earthquake due to road and highway damage.

#### Communications

##### Telephones

Telephones throughout the Bay Area will be adversely affected initially by overload of circuits. This will be exacerbated by physical damage. The USGS study anticipates that 3 days after the earthquake, telephone communications in the Orinda area will be less than 50% effective. Local



governments and public service agencies will probably rely heavily on cell phones.

#### Radio

The lack of emergency power has been the primary cause of radio and microwave communications failure in past disasters. Poor installation practices and inadequate preventative maintenance of backup power equipment contribute to a high failure rate. The problem in Orinda is compounded by geography. The hills surrounding Orinda make it difficult to transmit in and out of the city; sometimes difficult to transmit across the city. Damage to repeaters and relay stations will make it even more difficult.

#### Television

Television is also affected by electrical outages and physical damage. Many local TV stations have installed generators that will allow them to broadcast if electricity fails. Orinda will not be uniquely affected.

#### Utilities

##### Electricity

It is a reasonable judgment that, during some portion of the first 72 hour period following the earthquake, virtually all portions of the Bay Area will experience some loss of electrical power, at least temporarily. In the East Bay cities, to include Orinda, the power outage should be considered 100% for the first 24 hours and thereafter 75% for the next 24 hours. This means that 75% of the customers have no power, not that all customers share 25% of available power. Electrical power facilities in the East Bay are particularly vulnerable to damage from the earthquake scenario and the time that it will take to restore full power under the best of conditions could be prolonged. While the resources may be available to rapidly deal with repairs to the system, the confusion and damage to such lifelines as communications and highways will create a substantial challenge. Realistically, power is unlikely to be restored to many areas for extended periods of time.

##### Water

EBMUD's water system is particularly vulnerable to damage resulting from a major earthquake on the Hayward fault, especially to the tunnels that cross the fault and where filled lands exist. That portion of the system west of the fault serving the East Bay communities from San Pablo to Hayward is particularly vulnerable. EBMUD's pumping stations are dependent on PG & E for electric power, and on-site emergency standby power cannot replace this source. It is anticipated that all water systems within the region will suffer some damage. The difficulty in determining the extent of damage to the distribution system is that leaks may not be found until water pressure is restored. For this reason, it will take weeks to totally repair damage in densely populated areas. It should be anticipated that fire fighting will be seriously impaired during the first 72 hours after the earthquake due to low water pressure. The damage to the water system in Orinda will be situation dependent. The intensity of the ground shaking, the loss of electricity and the extent of damage to pipes will determine how Orinda's water supply will be affected.



## Natural Gas

There will probably be extensive damage and interruption of services. Broken residential service connections may cause many fires. Restoration of service will depend upon the severity of damage to the system.

An earthquake on the **San Andreas Fault** will affect Orinda probably to a lesser degree than a temblor on the Hayward Fault. Effects on Orinda will be generally as outlined beginning on page 57 of this Basic Plan.

## 2. Hazardous Materials Incident

The general threat from hazardous materials is described in Enclosure 5-b of the Basic Plan. Orinda will probably face its greatest threat of a hazardous materials incident from a transportation accident. The threat is somewhat reduced by restricting the transport of hazardous materials through the Caldecott tunnel from 3:00 to 5:00 am only. This does not eliminate the threat however. Local deliveries and transportation of a wide array of chemicals and materials could result in a hazard in Orinda.

Illegal drug manufacturing laboratories in residential areas presents a potential hazard in Orinda. These laboratories are typically situated in quiet neighborhoods so as not to attract attention. These illegal facilities are a dual threat in that they pose a great fire hazard sometimes resulting residential fires.

## 3. Flooding

The threat of flooding in Orinda will be along San Pablo Creek. Intense rains will cause the creek to rise rapidly; the flood waters will also dissipate rapidly when the rain becomes less intense. The flood plain generally parallels Moraga Way to the BART station and continues along Camino Pablo. A sketch of the flood plain is found at attachment 6-a-1. Warnings to businesses along the flood plain will consist of police notification by loudspeakers or door to door notices. Notification time may be very limited since this can be considered a flash flood area.

## 4. Imminent or Actual Dam Failure.

There are two dams that would impact the City of Orinda should they fail. They are Lake Cascade and Briones Reservoir. While the inundation path of both of the reservoirs includes mostly unpopulated areas, a dam break could affect the Orinda County Club and the Orinda Filter Plant. Attachments 6-a-2 and 6-a-3 are inundation maps in case of dam failure.

## 5. Wildfire

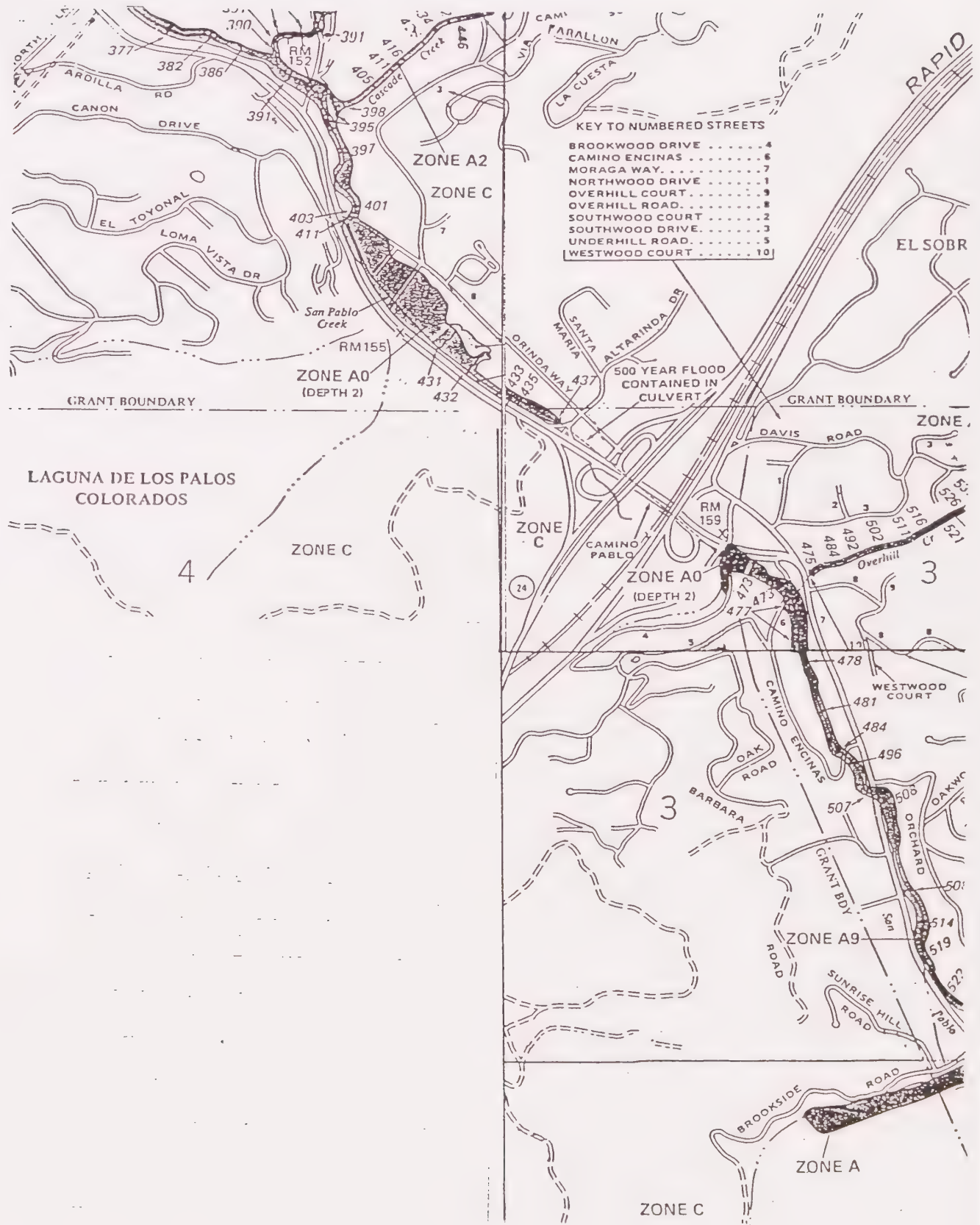
Orinda faces a significant threat from wildland fire. Periods of drought followed by rain provides the dry fuel that causes increased potential for wildland fires. The heavily wooded residential areas in the hills and mountains surrounding Orinda have been the scenes of wildland fires in the recent past. Compounding the problems of fire in the hills are the narrow streets and roads and the cul-de-sacs so typical of the neighborhoods. It is more challenging to maneuver firefighting equipment on these narrow roads and it becomes an even greater problem during evacuation. While the Fire Service

Mutual Aid System is well established and works very well, there could be periods of uncontrolled fires in the Orinda hillsides.

#### 6. Landslide

Orinda, due to its location in the hills, is particularly susceptible to landslides. This threat is exacerbated by heavy rainfall and/or earthquake. Slopes of more than fifteen percent can experience landslide.

San Pablo Creek Flood Plain







Attachment 6-a-2

Briones Reservoir Inundation Map

The following two pages outline the inundation area in case of dam failure.





1507 M9 1508 1509 1510 1511

WARNING AREA 2

UNPOPULATED

EBMUD

WARNING AREA 1

ORINDA

COUNTRY

CLUB







BRIONES  
DAM

SPILLWAY

BEAR CREEK RD

WARNING AREA 2

UNPOPULATED

★  
ZONE CONTINUES TO  
SAN PABLO DAM  
See Inundation Map

SAN

PABLO

CANYON

BEAR CREEK

WARNING AREA 1



Attachment 6-a-3

Lake Orinda Inundation Map

The following two pages outline the inundation area in case of dam failure.







LAKE ORINDA RESERVOIR  
INUNDATION MAP  
ZONE A  
PAGE 1 OF 2















## Annex A

### MANAGING EMERGENCY OPERATIONS

#### A.1 OBJECTIVES

The following material establishes policies and procedures for city disaster response. Specific roles and actions are assigned to different city departments and staff to ensure management of disasters. Guidelines for managing disaster operations are also given. The guidance covers actions taken before, during and after a disastrous event.

This portion of the emergency plan outlines general response to situations associated with natural disasters, technological incidents, radiological emergencies, or national security events.

The objectives of effective disaster management are to:

- Allow the on-scene departments to manage the incident.
- Work with or maintain discussions with appropriate federal, state, county, and local government agencies and private and volunteer organizations.
- Request, distribute, and track resources and other support.
- Establish priorities, and arbitrate conflicting demands for support.
- Coordinate mutual aid.
- Activate and use emergency communications systems.
- Prepare and disseminate emergency public information.
- Disseminate public warnings.
- Manage the movement, reception and care of people when an evacuation is ordered.
- Collect, evaluate and disseminate damage information and other essential data.

#### A.2 SPECIAL TERMS

##### Disaster

A situation that quickly overwhelms locally available resources. This situation requires immediate action to assess the current conditions, contact outside agencies, request assistance, track ongoing activities, and return to pre-event status.

## Emergency Management

For the purposes of this plan, emergency management means **Disaster Management**. Emergency management requires a crisis response beyond the scope of any single field agency or service (e.g. more than just the police department, fire department, etc.). This crisis may include any event that threatens the safety of or life in the community.

Please review the **Glossary in the Basic Plan** for definitions of general emergency management terms.

### A.3 EMERGENCY ACTIONS

For effective disaster management, all emergency management staff have special tasks to complete that will usually be associated with the periods and phases outlined in the **Basic Plan**, page 5. Detailed operational concepts and emergency response actions to be taken by the **Emergency Services Director** in the various phases are provided in the **Annex A Operations Guide**. Response actions specific to a radiological emergency are contained in the **Annex R Operations Guide**, Enclosure R-1.

As a general rule, City disaster operations will be managed in one of three modes, depending on the magnitude of the emergency.

#### Level 1-Decentralized Coordination and Direction

This mode is similar to day-to-day operations and would be used for emergency situations that require coordinated activities among several responding agencies. Normal management procedures and local resources are adequate. Local public safety and emergency providers gather necessary support according to established agreements and ordinances. The City Emergency Operations Center (EOC) is **not activated** and interagency coordination (e.g., fire, law) is done over available telephone and radio systems. Incident Command and agency dispatch facilities maintain normal procedures.

#### Level 2-Centralized Coordination - Decentralized Direction

Response involves several city departments or agencies and/or support from other jurisdictions. Such action requires close coordination between numerous agencies. To enhance communication, key management personnel from the principal responding agencies meet in a central location; these people create a coordination group and meet at the City EOC. If the EOC is not activated, they meet at a facility located in or near the affected area.

These managers provide jurisdictional or multi-jurisdictional coordination for the duration of the emergency. The managers do not "take over" command of the field actions. Instead, the group:



- Establishes an assessment function.
- Establishes a public information function.
- Determines resource requirements for the affected area, requests resource support, and coordinates resource delivery.
- Establishes and coordinates the logistical systems necessary to support multi-incident management.
- Establishes priorities for resource allocation.

Note: These functions are supplementary to those performed by a single agency or within a single jurisdiction.

Incident Command Systems established at the scene report through established twenty-four hour dispatch facilities. Information would be provided to the City EOC (or other coordination center) by dispatch facilities and/or by liaison personnel. City agencies will continue to use dispatch facilities for gathering information concerning field operations. The City may also send information and resource requests to the County.

### Level 3-Centralized Coordination and Direction

Events, such as a 7.0 magnitude earthquake, or a large-scale hazardous materials release, may make it impossible for the city to function effectively in either of the other two modes. In this mode, the City EOC would be activated, and all coordination and direction activities would be done from the EOC. Incident Commanders (to the extent practical) may report to or receive policy and priority directions from the EOC.

Operations during radiological emergencies include essential actions related to increased readiness, crisis relocation and nuclear attack (with or without warning). The Statewide Emergency Management System will be fully activated requiring a shift in the City's disaster response to other disasters. A centralized coordination and direction of emergency operations needs to occur. The City EOC should be activated and staffed by the designated Emergency Management Staff members.

## A.4 ORGANIZATION AND RESPONSIBILITIES

### Incident (On-Scene) Management

The Incident Command System (ICS) will be implemented as required for on-scene management of field operations. Enclosure A-1, Incident Command System, which outlines the ICS structure, is included in this annex.

### Orinda

The City Manager is the Emergency Services Director and leads the City's Emergency Management Staff. The Director's staff consists of city staff and volunteers. As a group, they become "Coordinators", and will:

- Organize, staff and operate the EOC.
- Activate and monitor communications and warning systems.
- Provide information and guidance to the public.
- Maintain information on the status of resources, services and operations.
- Monitor field operations, and provide policy and priority directions to the field.
- Obtain support for the jurisdiction, and provide support to other jurisdictions as required.
- Analyze radioactive fallout and other hazards and recommend appropriate countermeasures.
- Collect, evaluate and disseminate damage assessment and other essential information.
- Gather status reports and other information from field units and report the appropriate data to the county.

The City Manager (Emergency Services Director), or alternate, will have the responsibility for coordinating and supporting emergency operations throughout the city. The Director responds to any questions posed by the City Council or Disaster Council members.

### City EOC Management

The City EOC operates under a modified ICS form of management. The functions of ICS are represented but additional functions are included. Those functions are schools, Chamber of Commerce and the Orinda Association. The Orinda EOC sections and staff members are contained in

the EOC activation procedures which is published separately. Enclosure A-1, Incident Command System, which outlines the ICS structure, is included in this annex for the purpose of explaining the ICS concept.

## City Disaster Assignments and Functions

The City's Emergency Management Staff have many functions to perform. A description of the primary functions follows. Some of the functions identified are more appropriately performed by the county because it has the staff and resources. For those functions performed for the city by the county, a member of the city emergency management staff should be designated to perform that function on an interim basis and to act as coordinator with the county. The coordinator for most of these functions sits in the City Emergency Operations Center. More specific information about these functions is provided in separate annexes attached to this plan. The title of each annex is noted in parenthesis.

### Emergency Services Director (Annex A)

The City Manager, or alternate, manages and coordinates the city's response to a disaster.

## SUPPORTING ANNEXES:

### Fire and Rescue (Annex B)

The Fire Coordinator (Chief of Orinda Fire District, or alternate) manages the activities of personnel engaged in fire and rescue and other emergency operations; maintains communications with field commands; evaluates status reports; makes decisions regarding the commitment of resources; and determines the need for additional assistance.

### Law Enforcement and Traffic Control (Annex C)

The Law Enforcement Coordinator (Orinda Police Manager, or alternate) manages the activities of law enforcement and traffic control personnel in and around city disaster areas; maintains communications with field commands; evaluates status reports; makes decisions regarding the commitment of Police resources; consults with and requests mutual aid from the County Sheriff.

### Disaster Medical (Annex D)\*

The Local Health/Medical Coordinator is the Orinda Parks and Recreation Director. He coordinates Orinda's disaster medical needs with the County.

The County Health/Medical Coordinator (Director of Health Services, or alternate) is located at the County EOC and, with the support of the Medical Operations Center staff, manages the procurement and allocation of critical public and private medical resources; the activation and operation of Casualty Collection Points; the transportation of casualties and medical resources; and the relocation of patients from damaged or untenable health care facilities.

#### Public Health (Annex E)\*

The Orinda Parks and Recreation Director also assumes the role of coordinating Orinda's public health needs with the County. The Health/Medical Coordinator, also located at the County EOC, manages and supports public health measures and supports efforts in communicable disease prevention and control.

- \* If a citizen volunteer with a medical background or expertise is available, the functions of Disaster Medical and Public Health Coordinator will be assumed by this person. The Director of Parks and Recreation will then be in a supporting role.

#### Coroner (Annex F)

The County Sheriff manages operations associated with collection, identification and disposition of dead bodies. The Orinda Police Manager serves as the local coordinator.

#### Care and Shelter (Annex G)

The Care and Shelter Coordinator (Parks and Recreation Director, or alternate), with support from the American Red Cross and Parks and Recreation staff, manages the procurement and allocation of resources required to support mass care operations, to include the activation of appropriate lodging and feeding facilities, registration and inquiry, and manages the activation and staffing of fallout shelters.

#### Movement (Annex H)

The Law Enforcement Coordinator (Police Manager) manages the movement of people from hazardous or threatened areas to lower risk reception areas.

#### Search & Rescue (Annex I)

The Fire and Law Enforcement Coordinators, with support from the Construction and Engineering Coordinator, manage operations associated with the location, provision of immediate care and safe removal of



endangered, trapped, injured and/or isolated people.

#### Construction & Engineering (Annex J)

The Construction and Engineering Coordinator (Public Works Director, or alternate) manages the allocation of city engineering resources (construction equipment, materials, etc.) required for emergency debris clearance, route recovery, fallout shelter construction and other engineering operations.

#### Resources Management

The Director of Finance manages logistics activities to include:

- Supply & Procurement (Annex K)  
Supply and Procurement staff procure and coordinate the allocation of essential supplies for field personnel, including food, fuel and health supplies.
- Personnel/Volunteers (Annex V)  
Personnel staff manages the allocation of non-essential city personnel, and works with Red Cross to manage volunteers.
- Transportation (Annex T)  
Transportation staff manages the allocation of transportation resources required to move people, equipment and essential supplies; maintains contact with public transportation agencies (i.e. BART, CalTrans, etc.) to assess transportation systems; and establish contact with other private transportation agencies.

#### Legal Advisor (Annex L)

The City Attorney, or alternate, provides necessary legal assistance with policy decisions.

#### Damage Assessment (Annex M)

Building Inspection and Public Works staff accumulate damage assessment information for public and private facilities.

#### Communications (Annex N)

Police services provides assistance with initial disaster notification. Local RACES members (Disaster Council Communication Subcommittee) supports the ongoing technical communications services.

#### Emergency Public Information (Annex P)

Volunteers assume the role of the Public Information Officer (PIO); they develop and disseminate Emergency Public Information.

#### Recovery (Annex Q)

This annex outlines how the Director of Finance will monitor activities in the EOC to ensure EOC staff maintains ongoing recorded data necessary to file claims for State Disaster Assistance and federal recovery funds. Recovery actions may continue long after the immediate response to the disaster. The Director of Finance will continue to work until the city returns to a pre-emergency state.

#### Radiological Protection (Annex R)

In the event of a national security problem with the threat of a nuclear attack, trained county staff serve as Radiological Defense Officers. The annex material outlines actions needed for response to a radiological crisis. Orinda Fire District will serve as interface between the city and county staff.

#### Situation Analysis (Annex S)

The Planning Director (or alternate) leads this function. Situation Analysis staff gather and analyze information provided by the field to the operations support staff at the city EOC; develop situation status reports; help the director identify priorities; glean damage information from the damage assessment teams; gather information from other available sources; and send necessary situation information to the county EOC.

#### Utilities Support (Annex U)

Utility companies send representatives to the County EOC to ensure coordination between the county operations and utility providers. The presence of utility representatives in the County EOC will help ensure the continued operation of water, gas and electric utilities and, as required, any redirection of services. At the time of the disaster, the utility liaisons who make it to the EOC will select a Utility Coordinator from amongst themselves. This Utility Coordinator will function as a single point of contact between the department heads in the County EOC and the other utility contacts. The Director of Public Works will serve as the point of contact between the city and the County Utilities Coordinator.

#### Animal Services (Annex W)

The Animal Services function will be performed by the County. A staff member reports to the Engineering Operations Center and becomes the Animal Services Coordinator. Animal Services staff manage the animal care during evacuations and assist damage assessment activities. The Orinda Police Manager will serve as the local coordinator.

#### Guide for City Council (Annex Y)

City Council participation in the emergency management program is vital. Role of the City Council includes setting policy, adopting emergency management ordinances and meeting with citizens, local businesses and the press. This annex provides some guidelines that might be helpful to council members in fulfilling thier roles.

### **Contra Costa County**

Contra Costa County fills the local emergency management staff roles for the unincorporated sections of the county.

There may come a time when emergency management is necessary for the entire county, including the coordination of resources for the cities within the county. When such a large emergency occurs, the County Emergency Management Team will activate the County EOC. The County Emergency Management Team will convene and coordinate emergency operations throughout the county, supporting the requirements of all local jurisdictions within the county.

The function coordinators, OES staff and other supporting staff constitute the County Emergency Management Staff and staff the Contra Costa County Emergency Operations Center (EOC). As appropriate, EOC staff will submit reports and/or requests to State OES Region II for support that cannot be obtained within the county.

### **Mutual Aid Region**

A Regional Manager leads the State OES Region II staff and will be supported by designated state agency representatives. If activated, the Region II EOC will coordinate and support local emergency operations at Contra Costa County's request. The Regional Staff will submit all requests for support that cannot be obtained within the region, and other relevant information, to the State Emergency Management Staff, in Sacramento, California.

If a larger state response is needed, details of State OES and other state departments are listed in the **State Emergency Plan (1989)**. This plan also outlines what federal agencies and actions could take place.

## A.5 POLICIES AND PROCEDURES

General policies and procedures for managing emergency operations are provided below. A checklist of actions and specific information about managing emergency operations are contained in the **Annex A Operations Guide**. Special policies and procedures for radiological emergencies are provided in **Annex R, Radiological Protection**, and the **Annex R Operations Guide**.

### Orinda Operational Priorities

The following activities will be given priority. There is no significance to the order. All are important; a given situation will dictate the order of priority:

- Meet the immediate needs of people (rescue, medical care, food, shelter, clothing).
- Temporarily restore facilities, whether public or private which are essential to the health, safety and welfare of individuals (sanitation, water, electricity, road, street and highway repairs).
- Meet the rehabilitation needs of people (temporary housing, food stamps, employment, etc.).



## Enclosure 1

### INCIDENT COMMAND SYSTEM

Law Enforcement Agencies and Fire Districts use the Incident Command System (ICS) to manage on-scene operations involving one or more responding agencies (for example, incidents that involve tactical field interactions between fire, law enforcement and medical personnel). The standardized organization and terminology, provides a useful and flexible management system that is particularly adaptable to incidents that involve response agencies from different jurisdictions. ICS provides the flexibility to rapidly activate and establish coordinated actions that need to be performed.

The ICS consists of five principal sections, which normally would be activated for a large incident. The sections are:

#### INCIDENT COMMAND

Includes the Incident Commander, who has management responsibility for the incident. A **Command Staff** element is provided for handling such matters as public information, safety and interagency liaison. A **Unified Command** element is established when support comes from other jurisdictions. The leader of the support teams develops a common and consistent action plan to make the best use of all available resources.

#### OPERATIONS SECTION

This section is headed by an Operations Section Chief, who manages all tactical activities. When several agencies are involved, the Operations Section Chief may have deputies. The Operations Section can be subdivided into branches, e.g. Law, Fire, Medical, etc. Branches may be further divided into divisions and smaller units. Staging areas for resources are also under the management of this section.

#### PLANNING SECTION

This section is headed by the Planning Section Chief and is divided into several units, depending upon the needs of the incident. Situation Assessment and Resources Status are examples of the kinds of units that may be formed within this section. The Planning Section collects and analyzes all data regarding incident operations, develops alternate tactical action plans, conducts planning meetings and prepares the incident action plan for incidents that will require extended operations.

## LOGISTICS SECTION

This section is headed by the Logistics Section Chief, who manages the logistical needs of the Operations Section. This can include procuring equipment and supplies, providing food and medical support for personnel assigned to the scene, and meeting the transportation requirements. The Logistics Section can be divided into branches and units as the situation requires.

## FINANCE SECTION

This section will be activated when an incident requires record maintenance for personnel and equipment time, providing payments to vendors for supplies and equipment usage, and for determining the cost of alternate response strategies.

Annex A

OPERATIONS GUIDE

EMERGENCY SERVICES DIRECTOR

This Operations Guide contains a checklist and functional information that will help the Emergency Services Director. Contents of this Operations Guide are listed below.

<u>ENCLOSURE</u>	<u>TITLE</u>
A-1	Staff and Location
A-2	Emergency Services Director Emergency Action Checklist

Enclosure A-1

STAFF AND FUNCTION

<u>FUNCTION</u>	<u>DEPARTMENT/DIVISION</u>	<u>PLAN ANNEX</u>
Animal Services	Police	W
Care & Shelter	Parks and Recreation	G
Communications	Communications Committee	N
Construction & Engineering	Public Works	J
Coroner	Police	F
Damages	Public Works	M
Evacuation/Movement	Police	H
Fire and Light Rescue	Fire District	B
Heavy Rescue	Fire District	I
Law Enforcement	Police	C
Legal	City Attorney	L
Medical	Medical Committee	D
Policy	City Council	Y
Public Health	Medical Committee	E
Public Information	Education Committee	P
Recovery	Finance	Q
Resources	Finance	K
Planning/Situation Analysis	Planning	S
Transportation	Finance	T
Utilities	Public Works	U
Staff/Volunteers	Finance	V
Radiological	Fire	R



Enclosure A-2

EMERGENCY SERVICES DIRECTOR

EMERGENCY ACTION CHECKLIST

DATE/TIME    INITIALS

ACTION

PREPAREDNESS PHASE

Semi-Annually:

Tour the Emergency Operations Center semi-annually for readiness. Walk-through emergency supplies: water, generator, etc.

Annually:

Meet with OES staff to review the status of the Emergency Plan (MHFP). Request department heads to review department plans, standard operating procedures, and submit reports/changes to OES staff.

Review the Emergency Services Ordinance to see if any revisions are necessary.

With department heads, review the possible sites for staging areas for disaster supplies.

Participate in exercises and postexercise critiques scheduled by the Office of Emergency Services.

Prepare and maintain all necessary supplies and equipment at the City EOC.

## EMERGENCY PHASE

DATE/TIME INITIALS

### ACTIONS

\_\_\_\_\_  
\_\_\_\_\_  
Upon notification of an emergency, go to **enclosure 1** and obtain the information on the checklist from the person making notification.

\_\_\_\_\_  
\_\_\_\_\_  
Assess courses of action: 1) Level one emergency which can be handled by local resources; if so, monitor the situation. 2) Level two emergency which requires resources beyond those locally available; Consider declaring local emergency. 3) Level three emergency which causes widespread damage; declare local emergency and request state of emergency be declared.

\_\_\_\_\_  
\_\_\_\_\_  
Order EOC activation. Begin notification of EOC staff and other essential people in accordance with the **EOC Activation Procedures (Published separately)**. The master copy of the EOC Activation Procedures is maintained in the Police Sergeant's office in the keybox mounted on the wall. The necessary keys to gain access to EOC supplies are in the keybox. EOC is staffed for 24 hour operations using 2 shifts in accordance with the staffing guide contained in the activation procedures.

\_\_\_\_\_  
\_\_\_\_\_  
Report to EOC. Possible EOC locations are in the activation procedures. Locations could be the Community Center, Mayors Conference Room or 89 Davis Drive (offices of Martin, McGill and Self).

\_\_\_\_\_  
\_\_\_\_\_  
Direct the staff to begin gathering information and provide reports in accordance with **enclosures 2-4**.

\_\_\_\_\_  
\_\_\_\_\_  
Notify the County EOC at 646-4461. The published telephone number is 228-5000 and is a 24 hour number. Use the CENTREX line to increase your chances of getting through.

\_\_\_\_\_  
\_\_\_\_\_  
As soon as practicable, obtain an update on the emergency for the purpose of making a decision (if not already made) on declaring a local emergency.

\_\_\_\_\_  
\_\_\_\_\_  
If local emergency is declared, use the pre-printed form at **enclosure 5**.

\_\_\_\_\_  
\_\_\_\_\_  
If your PIO is not in the EOC yet, appoint someone to assume that function; the media will soon arrive.

DATE/TIME INITIALS

ACTIONS

Ensure the Incident Command System is employed in the EOC. Have the Chiefs of Police, Fire, Public Works, Finance, Parks and Recreation, Communication, and Planning report to you in accordance with enclosures 2-4.

Ensure all sections are keeping logs. It may mean the difference when applying for financial aid during recovery. Sample log is at enclosure 6.

Through regular updates, determine what resource shortfalls exist; request mutual aid if necessary. Fire should request through the Fire Coordinator at the County EOC. Police should request through the Sheriff at the County EOC. Requests for other supplies and services should be directed to the Resources group at the County EOC at 646-4461 or 228-5000.

Consult with the Policy Group (elected officials and section chiefs) and provide update of situation using information contained in enclosures 2-4.

Consult with Legal Advisor on such matters as declaration of local emergency, powers of the Director of Emergency Services, continuity of government, emergency ordinances and contracts. Annex L of the Orinda Emergency Plan is the governing document.

Determine if a tour of the damaged area is appropriate.

Check the following periodically:

1. OUTSIDE ASSISTANCE FROM COUNTY, STATE, FEDERAL
2. LAW AND ORDER
3. MEDIA REQUESTS/REPORTS
4. DAMAGE ASSESSMENT
5. INJURIES/FATALITIES
6. RESOURCES AVAILABLE/NEEDED
7. STATUS OF COMMUNICATIONS
8. TRANSPORTATION ROUTES
9. SHELTERS
10. VOLUNTEERS
11. UTILITIES (WATER, GAS, ELECTRIC, PHONE)
12. BART

DATE/TIME

INITIALS

ACTION

RECOVERY

\_\_\_\_\_ Prepare a report on your activities during the disaster and submit to Finance.

\_\_\_\_\_ Participate in postemergency debriefing and critique sessions.

\_\_\_\_\_ Complete all activity documentation and submit to Finance.

\_\_\_\_\_ Meet with Finance, Resources and Recovery personnel. Allow them to review what action needs to be taken now.

\_\_\_\_\_ Ensure Disaster Application Centers are available.

\_\_\_\_\_ Meet with federal, state and county representatives assisting the city and citizens claim process.



ENCLOSURE 1

NOTIFICATION OF EMERGENCY INFORMATION CHECKLIST

1. REPORTED BY:

NAME \_\_\_\_\_

LOCATION \_\_\_\_\_

PHONE # \_\_\_\_\_

2. TIME \_\_\_\_\_

3. TYPE OF INCIDENT \_\_\_\_\_

4. MAGNITUDE \_\_\_\_\_

5. INJURIES/DEATHS \_\_\_\_\_

6. PROPERTY DAMAGE \_\_\_\_\_

7. AREA AFFECTED(SIZE) \_\_\_\_\_

8. FIRST RESPONDER \_\_\_\_\_

9. INCIDENT COMMANDER \_\_\_\_\_

10. COMMUNICATIONS TO THE SCENE \_\_\_\_\_

11. ROUTES AVAILABLE \_\_\_\_\_

12. RESOURCES ON SCENE \_\_\_\_\_

13. OTHER \_\_\_\_\_

ENCLOSURE 2

OPERATIONS SECTION STATUS REPORT FOR THE CITY MANAGER

1. FIRE.

FIRES REPORTED:

NUMBER/TYPE\_\_\_\_\_

STATUS (CONTROLLED/UNCONTROLLED)\_\_\_\_\_

PREDICTION (WHAT IS PATH OF FIRE/WHEN MIGHT IT BE CONTROLLED)\_\_\_\_\_

FIRE DAMAGE\_\_\_\_\_

INJURIES/DEATHS\_\_\_\_\_

RESOURCES:

EQUIPMENT DISPATCHED\_\_\_\_\_

EQUIPMENT AVAILABLE\_\_\_\_\_

MUTUAL AID REQUESTS\_\_\_\_\_

STAGING AREA LOCATIONS\_\_\_\_\_

SEARCH AND RESCUE EFFORTS:

LOCATION\_\_\_\_\_

TYPE OF INCIDENT\_\_\_\_\_

RESOURCES COMMITTED\_\_\_\_\_

FIRE DISTRICT EQUIPMENT/FACILITY STATUS:

DAMAGE\_\_\_\_\_

ESTIMATED REPAIR\_\_\_\_\_

OTHER\_\_\_\_\_

2. POLICE

MAJOR INCIDENTS REPORTED:

NUMBER/TYPE \_\_\_\_\_

\_\_\_\_\_

STATUS \_\_\_\_\_

DAMAGE \_\_\_\_\_

INJURIES/DEATHS \_\_\_\_\_

RESOURCES:

EQUIPMENT DISPATCHED/USED \_\_\_\_\_

\_\_\_\_\_

EQUIPMENT AVAILABLE \_\_\_\_\_

MUTUAL AID REQUESTS \_\_\_\_\_

MUTUAL AID PRESENT \_\_\_\_\_

\_\_\_\_\_

STAGING AREA \_\_\_\_\_

TRAFFIC AND MOVEMENT CONTROL OPERATIONS:

EVACUATIONS \_\_\_\_\_

\_\_\_\_\_

TRAFFIC CONTROL POINTS/BARRICADES \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

POLICE EQUIPMENT/FACILITY STATUS:

DAMAGE \_\_\_\_\_

ESTIMATED REPAIR \_\_\_\_\_

OTHER \_\_\_\_\_

\_\_\_\_\_

### 3. PUBLIC WORKS/DAMAGE ASSESSMENT

#### PUBLIC FACILITIES:

FACILITY/LOCATION\_\_\_\_\_

TYPE DAMAGE(FIRE/COLLAPSE)\_\_\_\_\_

SCOPE OF DAMAGE (TOTAL/50%)\_\_\_\_\_

EFFECTS ON CITY OPERATIONS\_\_\_\_\_

RESPONSE/RECOVERY EFFORTS\_\_\_\_\_

#### BUSINESS/PRIVATE PROPERTY:

LOCATION\_\_\_\_\_

TYPE DAMAGE\_\_\_\_\_

SCOPE OF DAMAGE\_\_\_\_\_

RESPONSE/RECOVERY EFFORTS\_\_\_\_\_

MUTUAL AID REQUESTED\_\_\_\_\_

MUTUAL AID ON SCENE\_\_\_\_\_

RESOURCES AVAILABLE\_\_\_\_\_



UTILITIES: (If county EOC is fully staffed a Utility company representative will be available. If not, Utility company points of contact are in the Resources Manual.)

OUT OF SERVICE\_\_\_\_\_

AREA AFFECTED\_\_\_\_\_

RESPONSE EFFORT\_\_\_\_\_

ESTIMATED TIME OF REPAIR\_\_\_\_\_

SHELTER STATUS: (as checked for damage)

SHELTERS CHECKED FOR DAMAGE\_\_\_\_\_

\_\_\_\_\_

STATUS\_\_\_\_\_

OTHER\_\_\_\_\_

4. COMMUNICATIONS (EMERGENCY)

THE COMMUNICATIONS SECTION SHOULD PROVIDE A STATUS OF THE FOLLOWING COMMUNICATIONS CAPABILITIES TO INCLUDE WHETHER THAT SYSTEM IS FUNCTIONAL, IF NOT, WHEN SERVICE BE RESTORED.

TELEPHONES \_\_\_\_\_

\_\_\_\_\_

COUNTY CENTREX \_\_\_\_\_

RADIO:

POLICE \_\_\_\_\_

FIRE \_\_\_\_\_

PUBLIC WORKS \_\_\_\_\_

RACES:

CITY TO COUNTY \_\_\_\_\_

CITY TO OTHER CITIES \_\_\_\_\_

CITY TO SCHOOLS \_\_\_\_\_

CITY TO MEDICAL FACILITIES \_\_\_\_\_

COMMUNICATIONS VAN \_\_\_\_\_

OTHER \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

ENCLOSURE 3

PLANNING SECTION STATUS REPORT FOR THE CITY MANAGER

THE PLANNING SECTION SHOULD BRIEF YOU BY USING A MAP AND STATUS BOARDS TO DEPICT THE "BIG PICTURE" OF THE EMERGENCY. AS A MINIMUM, PLANNING SHOULD COVER THE FOLLOWING DURING THEIR REPORT:

- GRAPHICALLY SHOW(BY MAP) THE CITY AND SURROUNDING AREA AND SIGNIFICANT INCIDENTS AFFECTING ORINDA.
- AN INCIDENT/DAMAGE CHART SHOULD BE DISPLAYED ADJACENT TO THE MAP AND SIGNIFICANT EVENTS PORTRAYED ON THE MAP SHOULD BE DESCRIBED.
- SIGNIFICANT EVENTS OUTSIDE THE CITY:

COUNTY\_\_\_\_\_

ADJACENT CITIES\_\_\_\_\_

STATE\_\_\_\_\_

FEDERAL ACTIONS IMPACTING ORINDA\_\_\_\_\_

RESOURCES USED/AVAILABLE\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

- BASED ON THE OVERALL SITUATION STATUS, PREDICT IMPACTS AND COURSES OF ACTION TO RESPOND AND RECOVER.

- OTHER\_\_\_\_\_

\* A COPY OF THE PLANNING SECTIONS SIGNIFICANT ACTIVITY CHART SHOULD BE PRESENTED TO YOU FOR YOUR USE LATER.



ENCLOSURE 4

LOGISTICS/FINANCE STATUS REPORT FOR THE CITY MANAGER

1. RESOURCES STATUS:

RESOURCES AVAILABLE

<u>TYPE</u>	<u>QUANTITY</u>	<u>LOCATION</u>	<u>MODEL/ CAPACITY</u>	<u>STATUS</u>	<u>REMARKS</u>
-------------	-----------------	-----------------	----------------------------	---------------	----------------

RESOURCES REQUESTED

<u>TYPE</u>	<u>QUANTITY</u>	<u>REQUESTOR/ LOCATION</u>	<u>PURPOSE</u>	<u>STATUS</u>	<u>REMARKS</u>
-------------	-----------------	--------------------------------	----------------	---------------	----------------

MUTUAL AID REQUESTS

<u>TYPE</u>	<u>QUANTITY</u>	<u>REPORT TO: NAME/LOCATION</u>	<u>PURPOSE</u>	<u>STATUS</u>	<u>REMARKS</u>
-------------	-----------------	-------------------------------------	----------------	---------------	----------------

STAGING AREAS

<u>LOCATION</u>	<u>FUNCTION</u>
-----------------	-----------------

OTHER COMMENTS \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

2. SHELTER STATUS:

<u>LOCATION</u>	<u>CAPACITY</u>	<u># SENT/% CAP</u>	<u>MANAGERS</u>	<u>REMARKS</u>
OTHER: _____				
_____				
_____				
_____				

3. VOLUNTEER COORDINATION

<u>NUMBER/TYPE (BY SKILL)</u>	<u>WORK LOCATION</u>	<u>PROJECT</u>	<u>SUPPORT REQ/ PROVIDED</u>	<u>REMARKS</u>
TOTAL _____				
REGISTERED VOLUNTEERS _____				
IMPRESSED INTO SERVICE _____				
OTHER _____				
_____				
_____				

ENCLOSURE 5

EMERGENCY PROCLAMATIONS

RESOLUTION PROCLAIMING EXISTENCE OF A LOCAL EMERGENCY  
BY THE CITY MANAGER/DIRECTOR OF EMERGENCY SERVICES

In the Matter of  
Proclaiming the Existence  
of a Local Emergency

WHEREAS, Section 6-207 of the Municipal Code of the City of Orinda empowers the City Manager/Director of Emergency Services to proclaim the existence or threatened existence of a local emergency when said city is affected by a public calamity; and

WHEREAS, the City Manager does hereby find:

That conditions of extreme peril to the safety of persons and property have arisen within said city, caused by (fire, flood, storm, epidemic, riot, earthquake, drought, energy shortage, or other causes) commencing on or about \_\_\_\_\_ .m. on the \_\_\_\_\_ day of \_\_\_\_\_ 19\_\_; and

That aforesaid conditions of extreme peril warrant and necessitate the proclamation of the existence of a local emergency; and

WHEREAS, said City Manager/Director of Emergency Services has made every reasonable effort to confer with one or more members of the City Council, including the mayor, and declares that such a conference was impossible;

NOW, THEREFORE, IT IS HEREBY PROCLAIMED that a local emergency now exists throughout said city; and

IT IS FURTHER PROCLAIMED AND ORDERED that during the existence of said local emergency the powers, functions, and duties of the City Manager/Director of Emergency Services and the emergency organization of this city shall be those prescribed by state law, and by the ordinances, resolutions, and approved plans of this city; and

IT IS FURTHER PROCLAIMED AND ORDERED that said local emergency shall be deemed to continue to exist until its termination is proclaimed by the Orinda City Council.

Dated: \_\_\_\_\_ CITY MANAGER

ATTEST: \_\_\_\_\_ City of Orinda

RESOLUTION RATIFYING CITY MANAGER'S PROCLAMATION  
OF THE EXISTENCE OF A LOCAL EMERGENCY BY THE CITY COUNCIL

In the Matter of Ratifying  
the City Manager's  
Proclamation of the  
Existence of a Local Emergency

WHEREAS, Section 6-207 of the Municipal Code of the City of Orinda empowers the City Manager/Director of Emergency Services to proclaim the existence or termination of a local emergency when said city is affected or likely to be affected by a calamity and;

WHEREAS, conditions of extreme peril to the safety of persons and property within said city, caused by (fire, flood, storm, epidemic, riot, earthquake, energy shortage, or other causes) commencing on or about \_\_\_\_\_ day of \_\_\_\_\_, 19\_\_, and;

WHEREAS, the Orinda City Council does hereby find that the aforesaid conditions of peril did warrant and necessitate the proclamation of the existence of a local emergency and

WHEREAS, the City Manager/Director of Emergency Services of the City of Orinda has proclaimed the existence of a local emergency within said city on the \_\_\_\_\_, 19\_\_;

NOW THEREFORE, IT IS HEREBY PROCLAIMED AND ORDERED that said Proclamation of a Local Emergency, as issued by said City Manager/Director of Emergency Services, is hereby ratified by the Orinda City Council; and

IT IS FURTHER PROCLAIMED AND ORDERED that said local emergency shall continue to exist until its termination is proclaimed by the City Council of Contra Costa County, California.

Dated: \_\_\_\_\_

CITY COUNCIL

ATTEST: \_\_\_\_\_

City of Orinda



RESOLUTION REQUESTING STATE DIRECTOR, OFFICE OF EMERGENCY SERVICES CONCURRENCE IN LOCAL EMERGENCY

In the Matter of Requesting  
the State Director, Office of  
Emergency Services' Concurrence  
in Local Emergency

WHEREAS, on \_\_\_\_\_, 19\_\_, the Orinda City Council found that due to (fire, flood, storm, epidemic, riot, earthquake, drought, energy shortage, or other causes) a condition of extreme peril to life and property did exist in the City of Orinda during the period of \_\_\_\_\_; and

WHEREAS, in accordance with state law the City Council proclaimed an emergency did exist throughout said City;

NOW, THEREFORE, IT IS HEREBY PROCLAIMED AND ORDERED that a copy of this resolution be forwarded to the State Director of the Office of Emergency Services with a request that he find it acceptable in accordance with provisions of the Natural Disaster Assistance Act; and

IT IS FURTHER RESOLVED that \_\_\_\_\_ (name), \_\_\_\_\_ (title), is hereby designated as the authorized representative the authorized representative of the City of Orinda for the purpose of receipt, processing, and coordination of all inquiries and requirements necessary to obtain available state resources and funds.

Dated: \_\_\_\_\_ CITY COUNCIL

ATTEST: \_\_\_\_\_ City of Orinda

\* Proclamation of local emergency must be made within 10 days of the disaster occurrence in order to qualify for assistance under the Natural Disaster Assistance Act.

NOTE: Attach list of damaged Public Facilities showing location and estimated cost of repair.

RESOLUTION REQUESTING GOVERNOR TO  
PROCLAIM A STATE OF EMERGENCY

In the Matter of  
Requesting the Governor  
to Proclaim a State of  
Emergency

WHEREAS, on \_\_\_\_\_, 19\_\_, the Orinda City Council found that due to (fire, flood, storm, epidemic, riot, earthquake, drought, energy shortage, or other causes) a condition of extreme peril to life and property did exist within said city; and

WHEREAS, in accordance with state law the Orinda City Council proclaimed an emergency did exist throughout said City; and

WHEREAS, it has now been found that local resources are unable to cope with the effects of said emergency;

NOW, THEREFORE, IT IS HEREBY PROCLAIMED AND ORDERED that a copy of this resolution be forwarded to the Governor of California with the request that he proclaim the City of Orinda to be in a state of emergency; and

IT IS FURTHER ORDERED that a copy of this resolution be forwarded to the State Director of the Office of Emergency Services; and

IT IS FURTHER RESOLVED that \_\_\_\_\_ (name), \_\_\_\_\_ (title), is thereby designated as the authorized representative for public assistance and \_\_\_\_\_ (name), \_\_\_\_\_ (title), is hereby designated as the authorized representative for individual assistance of the City of Orinda for the purpose of receipt, processing, and coordination of all inquiries and requirements necessary to obtain available state and federal assistance.

Dated: \_\_\_\_\_ CITY COUNCIL

ATTEST: \_\_\_\_\_ City of Orinda

RESOLUTION EXTENDING THE EXISTENCE OF A LOCAL EMERGENCY  
BY THE CITY COUNCIL

In the Matter of Extending  
the Existence of a Local  
Emergency

WHEREAS, Section 8630, Article 14, of the California Emergency Services Act requires that the Orinda City Council review, at least every 14 days until such local emergency is terminated, the need for continuing the local emergency; and

WHEREAS, a period of local emergency presently exists in the City of Orinda in accordance with the proclamation thereof by the City Manager and its confirmation by the City Council on the \_\_\_\_\_ day of \_\_\_\_\_, 19\_\_, as a result of conditions of extreme peril to the safety of persons and property within said city, caused by (fire, flood, storm, epidemic, riot, earthquake, drought, energy shortage, or other causes); and

WHEREAS, the Orinda City Council has reviewed the need to continue the existence of the local emergency; and

WHEREAS, the situation resulting from said condition of extreme peril is still deemed to be beyond the control of normal protective services, personnel, equipment, and facilities of and within said City of Orinda;

NOW, THEREFORE, the Orinda City Council, does hereby proclaim the extension of the period of local emergency for fourteen additional days unless sooner terminated.

IT IS FURTHER PROCLAIMED AND ORDERED that said local emergency shall be deemed to continue to exist until its termination is proclaimed by the Orinda City Council.

Dated: \_\_\_\_\_ CITY COUNCIL

ATTEST: \_\_\_\_\_ City of Orinda

RESOLUTION TERMINATING THE EXISTENCE OF A LOCAL EMERGENCY  
BY THE CITY COUNCIL

In the Matter of Terminating  
the Existence of a Local  
Emergency

WHEREAS, a local emergency existed in the City of Orinda in accordance with the resolution thereof by the City Manager and its confirmation by the City Council on the \_\_\_\_\_ day of \_\_\_\_\_, 19\_\_, as a result of conditions of extreme peril to the safety of persons and property within said city, caused by (fire, flood, storm, epidemic, riot, earthquake, drought, energy shortage, or other causes); and

WHEREAS, the Orinda City Council has reviewed the need to continue the existence of the local emergency; and

WHEREAS, the situation resulting from said condition of extreme peril is now deemed not to be beyond the control of normal protective services, personnel, equipment, and facilities of and within said City of Orinda;

NOW, THEREFORE, the Orinda City Council does hereby proclaim the termination of said local emergency.

Dated: \_\_\_\_\_ CITY COUNCIL

ATTEST: \_\_\_\_\_ City of Orinda



ENCLOSURE 6

SAMPLE ACTIVITY LOG

POSITION/SECTION

TIME

ACTIVITY

ACTION TAKEN

FOLLOW UP










## Annex B

### FIRE AND RESCUE OPERATIONS

#### B.1 OBJECTIVES

This annex addresses procedures for fire suppression and related rescue operations during natural disasters and technological incidents. In addition, it identifies the implementation procedures for mutual aid and other support depending on the magnitude of the occurrence.

The objectives of fire and rescue operations will be to:

- Mobilize and deploy fire resources and coordinate fire suppression and related rescue operations.
- Manage light rescue operations and fire department responses to medical emergencies.
- Manage and initiate fire safety measures appropriate to mitigation of fire hazards.
- Follow and carry out the Contra Costa County Hazardous Materials Matrix associated with hazardous materials incidents.
- If available, assist in alerting and notifying the public.
- Help law enforcement, if resources are available, in perimeter access control.

#### B.2 SPECIFIC TERMS

##### Light Search and Rescue

Activities ranging from finding lost or injured persons to extricating victims of accidents, downed aircraft, and industrial accidents. The focus of light search and rescue is usually on a single site, where the surrounding area is not damaged.

Please review the Glossary in the Basic Plan for definitions of general emergency management terms.

#### B.3 EMERGENCY ACTIONS

Primary fire and rescue operations will be conducted by county and city fire departments, fire districts, or agencies normally providing fire protection as a secondary function. Support fire fighting capabilities may be found in private fire services, California Department of Forestry and any federal agencies having

fire fighting capabilities and functions that may be useful.

To assure the maximum efficiency of fire resources, the Incident Command System (ICS) will be employed by the fire agencies for the on-scene management of facilities, equipment, personnel, procedures and communications.

Fire and rescue activities will usually be associated with the periods and phases outlined in the **Basic Plan**, page 5. Detailed operational concepts and emergency response actions associated with various phases are provided in the **Annex B Operations Guide**. Response actions specific to a radiological emergency are contained in the **Annex R Operations Guide**, Enclosure R-6.

#### **B.4 ORGANIZATION AND RESPONSIBILITIES**

##### **Orinda**

The Chief of the Orinda Fire District or alternate serves as a member of a Local Emergency Management Staff and will:

- Coordinate the activities of personnel engaged in fire and rescue operations.
- Maintain communications with the Emergency Fire Operations Center(s) or field commands, including any established on-scene ICS.
- Evaluate status reports and determine priorities for committing fire and rescue resources.
- Determine the need for additional assistance and submit appropriate requests to the County Fire and Rescue Coordinator.
- Coordinate Fire related responsibilities with the two other Fire Districts that have jurisdiction in Orinda (Moraga Fire District and County Fire).

##### **Contra Costa County**

The County Fire and Rescue Coordinator is the Chief of Consolidated Fire or his designee. The County Fire and Rescue Coordinator is the next level of mutual aid and manages county fire and rescue resources for the entire county.

When the County Fire and Rescue Coordinator receives a mutual aid request, the coordinator, or alternate, may mobilize resources throughout the county. The request must come from an authorized fire official before resources are committed. The county coordinator, in turn, notifies the Regional Fire and Rescue Coordinator.

Organizations locally available to support fire and rescue operations are

noted in Enclosure 2 to the Annex B Operations Guide, Supporting Organizations and Responsibilities.

### Mutual Aid Region

If local fire resources are insufficient to meet fire and rescue needs within the county, the County Fire and Rescue Coordinator may request mutual aid through the Regional Fire and Rescue Coordinator. The Regional Fire and Rescue coordinator is selected by all County Fire and Rescue Coordinators. He/she in turn appoints two or more alternates. The Regional Coordinator, or his alternate, serves as staff to State OES Region II during a STATE OF WAR EMERGENCY or STATE OF EMERGENCY proclaimed by the Governor.

If a present or anticipated emergency is so great that it requires all the resources of one or more counties, the Regional Fire and Rescue Coordinator will organize and dispatch the requested resources. The Regional Fire and Rescue Coordinator will also inform the Chief of the State OES Fire and Rescue Division of the resources committed when resources are dispatched.

Details of the fire and rescue function at the state level can be found in the State Emergency Plan, Annex B.

### B.5 POLICIES AND PROCEDURES

General policies and procedures for fire and rescue operations in a disaster are provided below. A checklist of actions and specific information about disaster fire and rescue operations are contained in the Annex B Operations Guide. Special policies and procedures for radiological emergencies are provided in Annex R, Radiological Protection and the Annex R Operations Guide.

- All requests for mutual aid support will be submitted through established channels (Local Fire and Rescue Coordinator to County Coordinator to State OES Region II to State). Requests should include, as applicable:
  - \* Reason for request.
  - \* Specifics on the number of resources needed, and what type.
  - \* When needed.
  - \* Where the resources are to be dispatched and who to report to.
- Fire and rescue personnel coordinate services with law enforcement agencies to assist in any search and rescue functions, outside normal fire service light rescue functions (see Annex I, Search and Rescue Operations).
- Fire and rescue personnel will assist in any evacuation and/or warning functions, as resources are available.

- As necessary, fire and rescue personnel will conduct fire inspections of mass care facilities and initiate fire safety training as needed.
- As necessary, fire and rescue personnel should train and organize a fire watch for mass care facilities.
- Due to incompatibility of radio communications equipment between fire services, local fire agencies should, where possible, provide incoming mutual aid forces with portable radios using local frequencies.
- During a disaster situation, fire services should use all reserve and auxiliary personnel and integrate them into their regular force.
- Resources and circumstances permitting, mutual aid agreements will be honored.



Annex B

OPERATIONS GUIDE

FIRE AND RESCUE COORDINATOR

This operations guide contains checklists will assist the Orinda Fire and Rescue Coordinator.

<u>ENCLOSURE</u>	<u>TITLE</u>
B-1	Emergency Action Checklist
B-2	Information Briefing Format

Enclosure B-1

FIRE AND RESCUE COORDINATOR

EMERGENCY ACTION CHECKLIST

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
------------------	-----------------	---------------

PREPAREDNESS PHASE

_____	_____	Prepare supporting plans and SOPs.
_____	_____	Participate in exercises and postexercise critiques scheduled by the Office of Emergency Services.
_____	_____	Ensure that all staff receive training in home/personal emergency preparedness.
_____	_____	Train auxiliaries and reserves.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
------------------	-----------------	---------------

EMERGENCY PERIOD/Pre-IMPACT PHASE

_____	_____	Begin EOC Activity Log.
_____	_____	Place Fire and Rescue staff on standby.
_____	_____	Estimate required materials and procure needed supplies.
_____	_____	Review disaster plans and SOPs with staff.
_____	_____	Prepare to mobilize reserves and auxiliaries, check equipment, review and update plans and accelerate training programs.

FLOODING/DAM FAILURE IMMINENT

_____	_____	Work with the Law Enforcement Coordinator to provide warning and evacuation within capability.
-------	-------	--

DATE/TIME      INITIALS      ACTION

EMERGENCY PERIOD/IMMEDIATE IMPACT PHASE

_____	_____	If not already done, begin EOC Activity Log.
_____	_____	Gather field information and give to Situation Analysis. Such information may include: damaged or destroyed businesses, homes, fatalities, etc.
_____	_____	Periodically brief the emergency services director using the information briefing format at enclosure B-2.
_____	_____	Tell Situation Analysis the condition of predesignated locations where hazardous chemicals, flammable substances, and explosives are stored or used.
_____	_____	Check with communications center to ensure dispatching and reporting system is operating.
_____	_____	Keep Situation Analysis advised of the status of water systems; ask field units to keep you informed.
_____	_____	Stay abreast of the status of recall of regular personnel and reserves, including public and private ambulances. (Work with Emergency Medical Services on ambulances).
_____	_____	Keep other emergency service coordinators in the EOC informed of areas threatened by fire.
_____	_____	Work with Maintenance and Engineering to clear debris from identified routes to support fire and rescue activities.
_____	_____	Obtain from, and report to, Situation Analysis, current and forecast weather conditions as relating to fire situation.
_____	_____	Locate fire staging areas. Give locations to Situation Analysis. Work with other EOC staff on location of other staging areas; combine if appropriate.
_____	_____	Support Emergency Public Information personnel to allow broadcast of emergency self-help.
_____	_____	Work with Law Enforcement to establish access controls to damaged areas, assist people to safe areas, and request needed medical support.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
------------------	-----------------	---------------

EMERGENCY PERIOD/IMMEDIATE IMPACT PHASE

_____	_____	Request additional personnel, equipment and material to support department emergency operations through Logistics. Resource requests should include: * Reason for the request; * Date/time needed; * Specifics, including the number and type of resources needed, and the name of the individual to whom they are being sent; and * Destination of resources.
_____	_____	Consult with Law Enforcement if there is a need to evacuate an area.
_____	_____	If necessary, request additional assistance from the County Fire and Rescue Coordinator.
_____	_____	Check with the Recovery Coordinator for information on recovery actions you should be taking.

HAZARDOUS MATERIALS INCIDENTS

Hazardous Materials incidents require special precautions. While field responders should observe these precautions, from your position in the EOC you should, to the extent possible, ensure the following procedures are observed:

_____	_____	Operations are being conducted from upwind or uphill.
_____	_____	Spilled/leaked substance is being identified. This includes locating shipping papers and placards and contacting the owner as required.
_____	_____	Coordination with Law Enforcement to keep public at safe distance is taking place.
_____	_____	Medical personnel are being assisted in removing contaminated victims.
_____	_____	The Contra Costa County Hazardous Materials Matrix is being followed.



<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
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RECOVERY

_____	_____	Continue providing fire and rescue services while assessing status of equipment and personnel. Reestablish full fire and rescue capability.
_____	_____	Prepare a report on Fire and Rescue activities during the disaster and submit to the Director of Finance.
_____	_____	Participate in postemergency debriefing and critique sessions.
_____	_____	Complete all activity documentation and submit to the Director of Finance

Enclosure B-2

Information Briefing Format

FIRES REPORTED:

NUMBER/TYPE \_\_\_\_\_

STATUS (CONTROLLED/UNCONTROLLED) \_\_\_\_\_

PREDICTION (WHAT IS PATH OF FIRE/WHEN MIGHT IT BE CONTROLLED) \_\_\_\_\_

\_\_\_\_\_

FIRE DAMAGE \_\_\_\_\_

INJURIES/DEATHS \_\_\_\_\_

RESOURCES:

EQUIPMENT DISPATCHED \_\_\_\_\_

\_\_\_\_\_

EQUIPMENT AVAILABLE \_\_\_\_\_

MUTUAL AID REQUESTS \_\_\_\_\_

STAGING AREA LOCATIONS \_\_\_\_\_

SEARCH AND RESCUE EFFORTS:

LOCATION \_\_\_\_\_

TYPE OF INCIDENT \_\_\_\_\_

RESOURCES COMMITTED \_\_\_\_\_

FIRE DISTRICT EQUIPMENT/FACILITY STATUS:

DAMAGE \_\_\_\_\_

ESTIMATED REPAIR \_\_\_\_\_

OTHER \_\_\_\_\_

\_\_\_\_\_







## Annex C

### LAW ENFORCEMENT AND TRAFFIC CONTROL OPERATIONS

#### C.1 OBJECTIVES

This annex addresses procedures for the maintenance of law and order and the preservation of life and property during disasters and technological incidents. It also provides guidelines for the functions of law enforcement and supporting agencies associated with evacuation operations and the control of access to vacated, hazardous or potentially hazardous areas. It identifies procedures to request mutual aid and other related support depending on the magnitude of the occurrence.

The objectives of law enforcement and traffic control operations will be to:

- Mobilize, deploy and organize for law enforcement and traffic control operations.
- Assist in alerting and notifying the public.
- Report conditions, needs, damage assessment and other vital information, to include road closures, bridge failures, collapsed buildings, casualty estimates or any other situation that would normally require emergency response.
- Provide traffic and crowd control in support of evacuation plans and in cooperation with other agencies having similar responsibilities.
- Provide security and crowd control support at mass care facilities, staging areas, Casualty Collection Points, storage areas, vacated areas, key facilities and vital institutions.
- Establish procedures to allow rapid access by authorized personnel to controlled areas. Pre-determine accreditation procedures for vital services and disaster service personnel.
- Protect critical facilities and supplies.
- Assist in establishing staging areas for incoming mutual aid, supplies, equipment, food, medical resources, etc.
- Establish liaison with Coroner Services. Provide security protection of personal effects and assist with identification of the dead.
- Conduct search operations and assist with rescue operations.

## C.2 SPECIFIC TERMS

No special terms exist in this material. Please review the Glossary in the Basic Plan for definitions of general emergency management terms.

## C.3 EMERGENCY ACTIONS

Law enforcement and traffic control activities will usually be associated with the periods and phases outlined in the Basic Plan, page 5. Detailed operational concepts and emergency response actions associated with the various phases are provided in the Annex C Operations Guide. Response actions specific to a radiological emergency are contained in the Annex R Operations Guide, Enclosure R-7.

## C.4 ORGANIZATION AND RESPONSIBILITIES

### Orinda

The Chief of Police is the Local Law Enforcement Coordinator and serves as a member of the Local Emergency Management Staff. In this capacity he/she will:

- Coordinate law enforcement and traffic control operations within the Orinda.
- Coordinate law enforcement and traffic control support to other functions.
- Evaluate status reports and determine priorities to commit law enforcement resources within the jurisdiction.
- Provide support to other jurisdictions as required.
- Determine the need for more assistance and submit appropriate requests to the County Law Enforcement Coordinator.

### Contra Costa County

The County Law Enforcement Coordinator, who is Contra Costa County's Sheriff, is responsible for law enforcement and traffic control operations for the unincorporated portion of the county. He/she will also coordinate law enforcement and traffic control operations countywide. When an emergency cannot be handled by a local law enforcement agency within the county, the County Law Enforcement Coordinator will assist and coordinate to control the problem.

### Mutual Aid Region

If local resources are insufficient to meet law enforcement and traffic control needs within the county, the County Law Enforcement Coordinator may request mutual aid through the Regional Law Enforcement Coordinator at State OES Region II. If a present or anticipated emergency is so great that it requires the resources of one or more counties, the Regional Law Enforcement Coordinator will be responsible for organizing and coordinating the dispatch of resources from within the region to the affected areas.

Details of the law enforcement and traffic control function at the state level can be found in the **State Emergency Plan, Annex C.**

## **C.5 POLICIES AND PROCEDURES**

General policies and procedures for law enforcement and traffic control operations in a disaster are provided below. A checklist of actions and specific information about disaster law enforcement and traffic control operations are contained in the **Annex C Operations Guide**. Special policies and procedures for radiological emergencies are provided in **Annex R, Radiological Protection**, and the **Annex R Operations Guide**.

- The law enforcement officer responsible for the maintenance of law and order in each jurisdiction in Contra Costa County shall be in command of law enforcement operations in that jurisdiction. The officer shall meet and confer with Contra Costa County's Sheriff about any problems. If an agreement cannot be reached to resolve necessary decisions, the final responsibility shall rest with the Sheriff.
- Security patrols will be maintained in evacuated areas when feasible. Appropriate precautions will be taken to protect personnel from potential hazards.
- Priority for movement in affected areas will be given to essential activities such as public safety, medical and health services, and the delivery of essential provisions and other resources.
- If evacuation is ordered, attention should be directed to relocating detainees from facilities in the hazard area to similar facilities nearby.
- If a situation dictates the movement of people from areas that might be, or have been, affected, movement operations will be conducted according to **Annex H, Movement Operations**.
- If access controls have to be established to expedite ingress to and egress from affected areas, or hazardous or potentially hazardous areas, such operations will be conducted according to the procedures outlined in **Enclosure 4 to the Annex C Operations Guide**. Control points will be established to assure that only authorized personnel are permitted to enter, pass through, or remain within controlled areas.

- Auxiliary and reserve personnel should be used for low risk duties, such as security and traffic control.
- Shifts and patrol areas should be reconfigured, as necessary, to meet the demands of the situation.
- Due to the incompatibility of radio communications equipment between most law enforcement agencies, local agencies should, where possible, provide incoming mutual aid forces with portable radios using local frequencies.
- Coordination of mutual aid support will be done through established channels (cities to the County Coordinator, to Mutual Aid Regions, to state). Requests should include, as applicable:

- \* Number of personnel needed;
- \* Type and amount of equipment;
- \* Reporting time and location;
- \* Authority to whom they are to report;
- \* Access routes;
- \* Estimated duration of operations.

(Note: All law enforcement mutual aid support will, to the maximum extent possible, be provided according to the California Law Enforcement Mutual Aid Plan.)

- Whenever a STATE OF EMERGENCY exists within a region or area, the following personnel within the region or area, or who may be assigned to duty therein, have full peace officer powers and duties as provided by Section 830.1 of the Penal Code:
  - \* All members of the California Highway Patrol.
  - \* All deputies of the Department of Fish and Game who have been appointed to enforce the provisions of the Fish and Game Code.
  - \* The State Forester and the classes of the Department of Forestry who are designated by the State Forester as having the powers of peace officers.
  - \* All members of the California State Police.
  - \* Peace officers who are state employees within the provisions of Section 830.5 of the Penal Code.

(Note: The above personnel also have statewide peace officer powers and duties in the event of a STATE OF WAR EMERGENCY.)



- California Highway Patrol (CHP) supports mutual aid operations after local and adjacent government resources within a given county area have been reasonably committed. Such support may be provided earlier if the Governor determines it to be in the best interest of the public. CHP personnel committed to the support of local authorities shall remain under the command and control of their department. Commanders and designated supervisors may accept missions from the responsible local authorities. Requests for support by the CHP will be submitted to the appropriate Area Commander who may commit half the area's on-duty forces.

(Note: All local law enforcement resources do not necessarily have to be committed prior to requesting such support.)

- State Military Forces (National Guard) will support local law enforcement and execute broad mission-type orders from the civil officer in charge, but will always remain under the military chain of command. The provisions of Section 365 of the Military and Veteran's Code place solely on the Military Commander all decisions about tactical direction and troops, kind and extent of force to be used, and particular means to be employed to accomplish the objective specified by the civil officer in charge.

(Note: The Department of the Army has issued certain regulations regarding temporary loan of federal military resources to National Guard Units and local civil authorities.)

- When the state has committed all of its available forces, including State Military Forces, and when such forces are unable to control the emergency, only the Governor may request that the President assign federal troops to assist in restoring or maintaining law and order.





Annex C

OPERATIONS GUIDE

LAW ENFORCEMENT AND TRAFFIC CONTROL COORDINATOR

<u>ENCLOSURE</u>	<u>TITLE</u>
C-1	Law Enforcement and Traffic Control Coordinator Emergency Action Checklist
C-2	Key Facilities List
C-3	Information Briefing Format
C-4	Access Controls
C-5	Law Enforcement Forms: Entry Permit to Enter Restricted Areas Waiver of Liability

Enclosure C-1

LAW ENFORCEMENT AND TRAFFIC CONTROL COORDINATOR

EMERGENCY ACTION CHECKLIST

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
------------------	-----------------	---------------

PREPAREDNESS PHASE

_____	_____	Prepare supporting plans and SOPs.
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_____	_____	Train auxiliaries and reserves.
-------	-------	---------------------------------

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
------------------	-----------------	---------------

EMERGENCY PERIOD/PreIMPACT PHASE

_____	_____	Begin EOC Activity Log.
-------	-------	-------------------------

_____	_____	Place Police Department staff on standby.
-------	-------	---

_____	_____	Estimate required materials and procure needed supplies.
-------	-------	--

_____	_____	Review and disaster plans and SOPs with staff.
-------	-------	--

_____	_____	Prepare to mobilize auxiliaries and reserves.
-------	-------	---

_____	_____	Check equipment for readiness.
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<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
		<u>EMERGENCY PERIOD/IMMEDIATE IMPACT PHASE</u>
_____	_____	If not already completed, retrieve your EOC supplies from room 12.
_____	_____	Check on damage to Police cars and equipment.
_____	_____	Check communications to units and call the Law Enforcement Coordinator at the County EOC at 646-4461.
_____	_____	After conferring with Situation Analysis, dispatch units to survey damage. Use the key facilities list at enclosure C-2.
_____	_____	Report police activity to the City Manager using the report format at enclosure C-3.
_____	_____	Check with Situation Analysis to determine if evacuation of any area is required. Coordinate evacuation with the other city staff. Annex H of the Emergency Plan explains movement and evacuation operations.
_____	_____	Ask Public Works and/or Resources for barricades for traffic and crowd control.
_____	_____	Assist in warning and dissemination of Emergency Public Information if necessary. Check with the PIO.
_____	_____	Check with CALTRANS for the status of highways. If county EOC is activated, a CALTRANS representative will be there.
_____	_____	Ask Public Works to assist in debris clearance from roads. Establish priorities and ensure Situation Analysis has road status posted.
_____	_____	Mutual Aid may be obtained by contacting the Law Enforcement Coordinator at the County EOC.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
		Coroner functions are your responsibility. Annex F of the Emergency Plan explains the concept. The Contra Costa County Sheriff is the County Coroner and can provide help. You may be required to perform or assist with the following until the County Coroner arrives on the scene:
		<ul style="list-style-type: none"> <li>• Collect and tag bodies.</li> <li>• Establish Fatality Collection Point.</li> <li>• Obtain body bags from Resources. Also ask them for cold storage facilities.</li> <li>• Coordinate with other city staff for assistance in search, rescue and collection of bodies.</li> </ul>

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HAZARDOUS MATERIALS INCIDENTS require special precautions and actions which may not necessarily be implemented during other types of emergencies. Consider the following when your units respond to HAZMAT scene:

- Ensure responders remain uphill or upwind.
- Establish perimeter and traffic control.
- Assist in identifying the spilled substance.
- Contact National Weather Service for wind direction and weather conditions. Redwood City: 415-364-6854 (live); 415-364-7974 (recording)
- Assist in coordination of medical assistance.
- Assist in warning dissemination and search and rescue operations.
- Establish command post operations along with others.
- Direct and monitor evacuation.
- Determine if the use of aircraft will make hazardous conditions worse. If so, convey information to appropriate parties.



<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
		<u>RECOVERY</u>
_____	_____	Prepare a report on Law Enforcement activities during the disaster and submit to Finance Director.
_____	_____	Participate in postemergency debriefing and critique sessions.
_____	_____	Complete all activity documentation and submit to Finance Director.

## ENCLOSURE C-2

### KEY FACILTIES LIST

As soon as possible following an emergency such as an earthquake, check the following:

1. Major highway overpasses to include:
  - Highway 24 and Camino Pablo
  - Highway 24 and St. Stephens Drive
  - Highway 24 and Gateway Blvd.
2. East Bay MUD Filter Plant
3. BART Station (BART Police have jurisdiction)
4. All schools:
  - Miramonte High School
  - Orinda Intermediate School
  - Glorietta Elementary School
  - Sleep Hollow Elementary School
5. Lost Valley PG & E Station
6. Bear Creek PG & E Station
7. Commercial areas
8. Traffic control devices
9. Public buildings

ENCLOSURE C-3

POLICE ACTIVITY REPORT

MAJOR INCIDENTS REPORTED:

NUMBER/TYPE \_\_\_\_\_

\_\_\_\_\_

STATUS \_\_\_\_\_

DAMAGE \_\_\_\_\_

INJURIES/DEATHS \_\_\_\_\_

RESOURCES:

EQUIPMENT DISPATCHED/USED \_\_\_\_\_

\_\_\_\_\_

EQUIPMENT AVAILABLE \_\_\_\_\_

MUTUAL AID REQUESTS \_\_\_\_\_

MUTUAL AID PRESENT \_\_\_\_\_

\_\_\_\_\_

STAGING AREA \_\_\_\_\_

TRAFFIC AND MOVEMENT CONTROL OPERATIONS:

EVACUATIONS \_\_\_\_\_

\_\_\_\_\_

TRAFFIC CONTROL POINTS/BARRICADES \_\_\_\_\_

\_\_\_\_\_

POLICE EQUIPMENT/FACILITY STATUS:

DAMAGE \_\_\_\_\_

ESTIMATED REPAIR \_\_\_\_\_

## Enclosure C-4

### ACCESS CONTROL

#### OBJECTIVES

In the event of a pending or existing natural disaster, technological incident or radiological emergency, it may be necessary to evacuate people from a hazard area. During and following an evacuation, perimeter access controls will be necessary to eliminate any reentry of the hazard area by unauthorized people.

The objectives of access control operations will be to:

- Provide a controlled area from which evacuation will take place, and prevent entry by unauthorized people.
- Protect lives by controlling entry into extreme hazard areas, thus reducing public exposure to the current or pending hazard agent.
- Maintain law and order in the hazard area as well as the normal areas of responsibility.

#### SITUATION

A hazard or potential hazard situation could justify the need for evacuation for a short period of a few hours to several days or weeks, depending on the hazard and its severity. To limit access to the hazard area, various personnel and devices will be required, such as the following:

- Personnel to direct traffic and staff control points.
- Signs to control or restrict traffic.
- Two-way radios to communicate to personnel within and outside the secured area.
- Control point(s).
- Adjacent highway markers indicating closure of area.
- Markers on surface roads leading into the secured area.
- Patrols within and outside the secured areas.
- An established pass system for entry and exit of secured area(s) (see Enclosure C-5, Entry Permit). See Annex P, Media Access Regulations, for media access privileges to closed areas.

## RESPONSIBILITIES

### Orinda

#### Law Enforcement Agencies

- Handle law enforcement duties within and outside secured areas.
- Direct the placement of barricades and traffic control devices.
- Initiate the entry pass system.

#### Public Works Agencies

- Provide for traffic control devices and their placement.
- Staff roadblocks as requested by law enforcement agencies.

### Contra Costa County

#### Contra Costa County Sheriff

- Handles law enforcement duties within all unincorporated areas.
- Directs placement of barricades and traffic control devices in unincorporated areas.
- Channels requests for mutual aid.

#### Contra Costa County Public Works

- Provides for traffic control devices and their placement in unincorporated areas.
- Staffs roadblocks as requested by the County Sheriff and the California Highway Patrol (CHP).

### State

#### California Highway Patrol

- Manages and directs access control on the state/federal highway system.
- Works with other government agencies to establish a pass system for authorized people to enter controlled areas.



## Department of Transportation

- Stockpiles and prepositions barricades at designated location on state roads.
- Supports local public works agencies.
- Staffs roadblocks as requested by CHP.

## Federal

### U.S. Forest Service, Bureau of Land Management and National Park Service

- Denies entry to federal land to the public.
- Notifies people already in the area to leave if evacuation is ordered.

## POLICIES AND PROCEDURES

Criteria for allowing entry into closed areas will be established for each incident. Two options are available:

No access - Prohibits public from entering the closed area. Authorized personnel, i.e., local, state and federal emergency personnel will be allowed entry to perform emergency work as necessary. Media access will be controlled.

Limited  
Access - Allows people into closed area according to criteria established by the Incident Manager. Entry criteria should define the people who will be allowed entry and whether motor vehicles are allowed. People allowed entry might include residents with valid identification, and owners, managers and employees of businesses located in closed area. All people allowed access will be required to sign a waiver of liability and complete an entry permit (see **Enclosure 5, Entry Permit**).

Penal Code Section 409.5 (Authority of Peace Officers to Close Areas in Emergencies) states that any unauthorized person who willfully and knowingly enters an area closed by a peace officer and who willfully remains within such area, after receiving notice to evacuate or leave, shall be guilty of a misdemeanor.

Nothing in Penal Code Section 409.5 prevents a duly authorized representative of any news service, newspaper, radio or television station

or network from entering a closed area.

A record will be maintained of all vehicles and personnel who enter a closed area.

If hazardous conditions are present in the closed area, all personnel will be advised of the conditions and of appropriate precautions.

Enclosure C-5  
FORMS

ENTRY PERMIT TO ENTER RESTRICTED AREAS

1. Reason for entry (if scientific research, specify objectives, location, length of time needed for study, methodology, qualifications, sponsoring party, NSF grant number and date on separate page).

\_\_\_\_\_

2. Name, address and telephone of applicant, organization, university, sponsor or media group. Also contact person if questions should arise.

\_\_\_\_\_

3. Travel (fill out applicable sections; if variable call information to dispatcher for each entry).

Method of travel (vehicle, aircraft) \_\_\_\_\_

Description of vehicle/aircraft \_\_\_\_\_

Route of travel if by vehicle \_\_\_\_\_

Destination by legal location or landmark \_\_\_\_\_

Alternate escape route if different from above \_\_\_\_\_

\_\_\_\_\_

4. Type of 2-way radio system to be used and your base station telephone number we can contact in emergency (a CB radio or radio telephone will not be accepted).

\_\_\_\_\_

\_\_\_\_\_

Entry granted into hazard area.

Authorizing Signature \_\_\_\_\_ Date \_\_\_\_\_

Expiration Date \_\_\_\_\_

The conditions for entry are attached to and made a part of this permit. Any violation of the attached conditions for entry can result in revocation of this permit. The Waiver of Liability is made a part of and attached to this permit. All people entering the closed area under this permit must sign the Waiver of Liability before entry.

## WAIVER OF LIABILITY

(To be Signed and Returned with Application Form)

I, the undersigned, hereby understand and agree to the requirements stated in the application form and in the safety regulations and do further understand that I am entering a high hazard area with full knowledge that I do so at my own risk and I do hereby release and discharge the Federal Government, the State of California and all its political subdivisions, their officers, agents and employees from all liability for any damages or losses incurred while within the Closed Area.

I understand that the entry permit is conditioned upon this waiver. I understand that no public agency shall have any duty to attempt any search and rescue efforts on my behalf while I am in the Closed Area.

Signatures of applicant and members of his/her field party

Date

Print full name first, then sign

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I have read and understand the above waiver of liability

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I have read and understand the above waiver of liability

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I have read and understand the above waiver of liability

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I have read and understand the above waiver of liability

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I have read and understand the above waiver of liability

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I have read and understand the above waiver of liability

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I have read and understand the above waiver of liability

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## Annex D

### MEDICAL OPERATIONS

#### D.1 OBJECTIVES

This annex describes the concepts and policies used in providing medical care to people in a disaster. This annex only applies to disasters that create sufficient numbers of casualties to overwhelm the medical response capabilities of Contra Costa County. Medical response to "point-type" emergencies, such as transportation accidents involving multiple casualties will follow the Contra Costa County **Multi-Casualty Plan (May 1987)**.

The objectives of disaster medical care operations will be to:

- Minimize loss of life, subsequent disability and human suffering by ensuring timely and coordinated medical assistance, to include evacuation of severely ill and injured patients.
- Coordinate the operation of medical facilities within the county.
- Coordinate the procurement and allocation of critical public and private medical resources required to support disaster medical care operations.
- Coordinate the transportation of casualties and medical resources to medical facilities, including Casualty Collection Points, and to or from other areas as required.
- Coordinate the relocation of patients from damaged or untenable health care facilities.

#### D.2 SPECIFIC TERMS

##### Casualty Collection Point

A site designated by county officials for the congregation, triage, basic medical treatment, holding, and evacuation of casualties following a disaster. Casualty collection points are designed for the care of casualties who cannot be moved rapidly to medical care facilities within the affected area, and as a holding area for stable hospital patients and casualties awaiting evacuation to unaffected portions of the state and country. Casualty collection points also serve sites for delivery of medical supplies, equipment, and personnel into the disaster area.

##### Disaster Support Area

A special facility outside the disaster area, established by the state to support disaster operations within the affected area. Disaster support area medical operations include a staging area for casualties from the impacted area who are being transported to medical facilities in

unaffected areas of the state or country, and a reception area for incoming medical personnel, equipment and supplies for use in the disaster area. In the event of a widespread disaster affecting many counties, multiple disaster support areas will be established.

#### **First Aid Station**

A location within a mass care facility or casualty collection point where disaster victims may receive first aid.

#### **Triage**

A process of priority sorting of sick and injured people based on urgency and type of condition presented so that they can be routed to appropriate medical facilities.

Please review the **Glossary in the Basic Plan** for definitions of general emergency management terms.

### **D.3 EMERGENCY ACTIONS**

Disaster medical activities will usually be associated with the periods and phases outlined in the **Basic Plan**, page 5. Detailed operational concepts and emergency response actions associated with the various phases are provided in the **Annex D Operations Guide**. Response actions specific to a radiological emergency are contained in the **Annex R Operations Guide**, Enclosures R-8-a, b, and c.

### **D.4 ORGANIZATION AND RESPONSIBILITIES**

#### **Orinda**

The Contra Costa County Health Department is responsible for Disaster Medical Operations for the entire county. The Health Department's responsibilities include medical operations for all cities in the county, and the unincorporated areas.

To enhance response to and coordination with the County Emergency Medical Management Staff the city of Orinda has appointed the Director of Parks and Recreation as the Local Disaster Medical Coordinator.

The Local Disaster Medical Coordinator will:

- Gather information regarding the disaster medical needs within his/her respective city.
- Relay the city's needs to the County Disaster Medical Coordinator.
- Arrange for temporary care of casualties, if immediate outside medical assistance is not available.

- Coordinate, with the County Disaster Medical Coordinator, the transportation of casualties to health care facilities and to, or from, other areas as required.

#### Contra Costa County

Contra Costa County does not have a single County Disaster Medical Coordinator. Instead, the Director of the County Health Services Department (or his/her designee) is the County Health/Medical Coordinator. The Health/Medical Coordinator is responsible for carrying out some of the duties of the County Disaster Medical Coordinator in the County EOC. The Health/Medical Coordinator is supported by the Medical Operations Center Operations Chief, who is the County Medical Director/Health Officer (or his/her designee). The Operations Chief actually carries out many of the duties of the County Disaster Medical Coordinator. These coordinators will respond to any disaster affecting one or more jurisdictions in the county.

The County Health/Medical Coordinator will:

- Establish priorities for the assignment of medical/health resources, if resources are not sufficient to respond to all incidents.
- Communicate with the Medical Operations Center to obtain information on the health/medical status of the county.
- Relay relevant information about the disaster to the Medical Operations Center.
- Provide the Mutual Aid Region Disaster Medical/Health Coordinator with information on the status of the county's medical response and projected need for medical mutual aid.
- Provide information to the Public Information Officer for press releases related to health/medical situations.

The Medical Operations Chief will:

- Communicate with the County Health/Medical Coordinator in the County EOC.
- Coordinate disaster medical care operations throughout the county.
- Coordinate with the Disaster Medical Coordinator in each affected city.
- Assess the health/medical impact of a disaster on the county and communicate this information to the Mutual Aid Region Disaster Medical/Health Coordinator.



- Assess the ability of available resources to respond to emergency incidents.
- Determine the need for mutual aid and advise the Health/Medical Coordinator.
- Communicate with the Alameda-Contra Costa Medical Association and the Diablo Chapter American Red Cross and other medical agencies throughout the county, as required.

The County Health/Medical Coordinator will be supported by and work with the staff of the County Medical Operations Center.

A list of organizations locally available to support disaster medical care operations is provided in the **Annex D Operations Guide, Supporting Organizations and Responsibilities Enclosure.**

### **Mutual Aid Region**

If local medical resources are insufficient to meet medical needs within the county, the County Health/Medical Coordinator may request mutual aid through the Regional Disaster Medical/Health Coordinator (RDMHC) at State OES Region II.

The Regional Disaster Medical/Health Coordinator will, as necessary:

- Provide information about the medical and health effects of the disaster to the Emergency Medical Services Authority and the OES Region II manager.
- Coordinate the procurement and allocation of medical mutual aid necessary to support medical care operations within the affected jurisdiction(s).
- Coordinate the procurement and allocation of critical private medical and other resources required to support disaster medical care operations in affected areas.
- Coordinate medical resources in unaffected counties in the region for acceptance of casualties.
- Request assistance from the state Emergency Medical Services Authority.

If a state response is needed, the functions of the affected region's RDMHC will be subsumed under the state medical response. Details of the disaster medical function at the state level can be found in the **State Emergency Plan, Annex D.**

## D.5 POLICIES AND PROCEDURES

General policies and procedures for medical operations in a disaster are provided below. A checklist of actions and specific information about disaster medical operations are contained in the **Annex D Operations Guide**. Special policies and procedures for radiological emergencies are provided in **Annex R, Radiological Protection**, and the **Annex R Operations Guide**.

- An areawide disaster creating mass casualties that overwhelm local capabilities will require activation of disaster procedures not normally used in emergency medical care. These special operations include Casualty Collection Points and Disaster Support Areas. Specific procedures and lists of predesignated sites for these operations will be provided in the Operations Guide that accompanies this annex.
- Expedient medical care and first aid services for injured people will be provided through a network of Casualty Collection Points (CCPs) and first aid stations operated by County Public Health and supported by volunteer medical personnel.
- Priority will be given to providing treatment as close to the site of injury as possible. The state medical response system will assist local jurisdictions in evacuating casualties to reception areas in the event the disaster reduces the medical care capacity of the affected area. Casualties will be evacuated from the county only if requested by county officials.
- Hospital services between hospitals will be coordinated by the County Disaster Medical Coordinator, while hospital services between counties are coordinated by the RDMHC.
- As a minimum, the following information must be collected and provided to the RDMHC:
  - \* The number, by triage category, and location of casualties.
  - \* The location and helicopter accessibility of CCPs.
  - \* Land route information to determine which CCPs may be evacuated by ground transportation.
  - \* The medical resource needs of affected areas.
  - \* Location, capabilities and patient evacuation needs of operational medical facilities in and around the affected area.
- Information will be consolidated at the Contra Costa County Emergency Operating Center by the Disaster Medical Coordinator and provided to the RDMHC who will transmit it to the Emergency Medical Services Authority (EMSA) staff at the State Operations Center (SOC). In the event the RDMHC

is unable to function, the EMSA will coordinate with the County Disaster Medical Coordinator.

- Medical mutual aid includes the provision of medical personnel, supplies and equipment, evacuation of casualties, and the reception and care of casualties at hospitals in unaffected areas.
- Under normal circumstances fire services should pass requests for medical assistance through the Disaster Medical Coordinator. This will reduce the possibility of duplicate mutual aid requests being processed through both medical and fire channels. The two exceptions to this rule would be if communication with the County Disaster Medical Coordinator were not possible, or if the request is for medical assets employed by a fire service in another jurisdiction, e.g., fire medical strike teams.
- Transportation of the injured to local medical facilities and CCPs, and from damaged medical facilities, will primarily be the responsibility of Contra Costa County Health Department. In the event that available ambulances are not sufficient, other means of transporting minimally injured people may be required, including the use of buses, trucks and automobiles. Requests for additional transportation resources should be sent to the Transportation Coordinator in the Resources Room at the County EOC.
- To the extent feasible and consistent with triage priorities, patients requiring immediate transportation will have priority for ambulance transportation with other transportation used for less seriously injured. Casualty transportation resources will be in great demand; therefore, it is vital that casualties be transported based on medical triage priorities.

Annex D

OPERATIONS GUIDE

HEALTH/MEDICAL COORDINATOR

DISASTER MEDICAL DUTIES

<u>ENCLOSURE</u>	<u>TITLE</u>
D-1	Supporting Organizations and Responsibilities
D-2	Health/Medical Coordinator, Disaster Medical Duties Emergency Action Checklist
D-3	Disaster Triage Procedures
D-4	Casualty Collection Point (CCP) Operations
D-5	Disaster Support Area (DSA) Medical Operations

Enclosure D-1

SUPPORTING ORGANIZATIONS AND RESPONSIBILITIES

The Contra Costa County Health Services Department is responsible for ensuring that the missions outlined in Annex D are carried out. The Orinda Medical Coordinator should use this document as a guide for coordinating the medical needs of the city during an emergency. The following organizations may be available to support them in this mission:

**Fire Districts/Departments (Fire and Rescue)**

Rescue, field triage and first aid within capability.

**Acute Care Hospitals**

Medical care for the severely ill or injured.

**Alameda-Contra Costa Medical Association**

Physician volunteers.

**Alameda-Contra Costa Medical Association Blood Bank**

Supply of blood and blood products.

**Ambulance Services**

Medical transportation.

Field medical care

**Building Inspection Department (Damage Assessment)**

Inspect hospitals and clinics for useability after an earthquake.

**Sheriff Department (Law Enforcement)**

Provide communication for ambulance/hospital coordination.



#### American Red Cross (Red Cross)

First aid at Red Cross shelters.

Supplementary medical and nursing care in Red Cross shelters and other health services upon request and within limited capabilities.

#### Municipal Law Enforcement Agencies (Local Law Enforcement)

Security at hospitals, as required.

Assistance in movement of ambulances at disaster scenes.

Establish emergency medical transportation routes.

#### Nursing Homes and Convalescent Facilities

Supporting medical care services, within capabilities.

#### Radio Amateur Civil Emergency Services (RACES)

Provide communications to EOC, hospitals, disaster scene.

#### Professional Medical Service Personnel

Provide emergency medical care services according to local plans and the California Emergency Plan, emphasizing mutual aid response.

#### Other Agencies and Volunteer Organizations

Provide first aid and preemergency disaster medical care training.

Provide, in coordination with local health authorities, manpower to establish and staff Emergency First Aid Stations.

Provide first aid treatment, litter bearers and other ancillary medical assistance, including, but not limited to, medical care transport services and essential supplies according to local plans and under local direction.

Provide for feeding of medical personnel, upon request.

Enclosure D-2

LOCAL HEALTH/MEDICAL COORDINATOR

DISASTER MEDICAL DUTIES

EMERGENCY ACTION CHECKLIST

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
<u>PREPAREDNESS PHASE</u>		
_____	_____	Coordinate Medical Operations plans with the Contra Costa County Emergency Plan.
<u>EMERGENCY PERIOD/PreIMPACT PHASE</u>		
_____	_____	Begin EOC Activity Log.
_____	_____	Establish and maintain contact with the Office of Emergency Services to monitor developing situation.
_____	_____	Estimate required materials and procure any needed supplies.
_____	_____	Review disaster plans and SOPs with staff.
<u>EMERGENCY PERIOD/IMMEDIATE IMPACT PHASE</u>		
_____	_____	If not already done, begin EOC Activity Log.
_____	_____	Request information from County EOC on condition and capacity of hospitals; ensure that hospitals have been requested to activate their Disaster Plans.
_____	_____	Request additional personnel, equipment and material to support department emergency operations through Logistics Section. Resource requests should include: <ul style="list-style-type: none"><li>* Reason for the request;</li><li>* Date/time needed;</li><li>* Specifics, including the number and type of resources needed, and the name of the individual to whom they are being sent; and</li><li>* Destination of resources.</li></ul>
_____	_____	Request clearance of access routes from Construction/Engineering Coordinator.

DATE/TIME      INITIALS      ACTION

EMERGENCY PERIOD/IMMEDIATE IMPACT PHASE

\_\_\_\_\_      \_\_\_\_\_      Inform the Emergency Public Information Officer of current information for dissemination to the public.

\_\_\_\_\_      \_\_\_\_\_      If many casualties have occurred, request establishment of Casualty Collection Point and provision of field medical care, including triage, in or near affected areas.

\_\_\_\_\_      \_\_\_\_\_      Coordinate with the Movement Coordinator for the movement of patients from any threatened medical facility.

DATE/TIME      INITIALS      ACTION

RECOVERY

\_\_\_\_\_      \_\_\_\_\_      Prepare a report on Health/Medical activities during the disaster and submit to Administrative Services.

\_\_\_\_\_      \_\_\_\_\_      Participate in postemergency debriefing and critique sessions.

\_\_\_\_\_      \_\_\_\_\_      Complete all activity documentation and submit to Administrative Services.

DISASTER TRIAGE PROCEDURES

Field triage should be carried out according to procedures set forth in the **Multi-Casualty Plan**. Physician-directed disaster medical care triage procedures should be initiated at disaster sites and disaster medical care facilities according to the following guidelines:

1. Priority I - Immediate transport (red triage tag). First priority casualties are those that have life-threatening injuries that are readily correctable. For purposes of priority for dispatch to hospital a second sorting or review may be necessary, so that only "transportable" cases are taken early. Some will require extensive stabilization at the scene before transport may be safely undertaken.
2. Priority II - Delayed transport (green triage tag). Casualties whose therapy may be delayed without significant threat to life or limb. This category may include those for whom extensive or highly sophisticated procedures are necessary to sustain life (this latter group will have red triage tags, but are likely to have a poor chance for survival even with the best of care). (Note: The delayed category includes those classified delayed and those classified expectant or pending in the army triage system and on the Department of Health and Human Services Triage Card.)
3. Casualties requiring minimal care will not be tagged or registered. They will not be given professional level care and will not be admitted to hospitals. They will be removed from the incident scene to reduce confusion, unless they are needed to administer first aid or assist in litter bearing.
4. The dead will be identified by a white triage tag, or an "X" on the forehead, or they may be covered with marked material. Professional opinion will be sought where needed. They will be completely covered with a sheet, blanket or other available opaque material. They should be moved out of the immediate casualty sorting area by the County Coroner as soon as practicable.
5. Panic-stricken people, or those psychologically disturbed, who might interfere with casualty handling, should be isolated from the incident scene as soon as possible. Sedation and/or restraints may be used as required.

CASUALTY COLLECTION POINT (CCP) OPERATIONS

1. PURPOSE

The purpose of this enclosure is to provide guidance for the activation and operation of Casualty Collection Points. It will be the principal state/local operational response. Interjurisdictional consistency in CCP operations is important.

2. GENERAL

CCPs are sites designated by Contra Costa County officials for triage, austere medical treatment and stabilization for casualties during a disaster. They will be used to provide only initial treatment directed primarily to the moderately/severely injured who require later definitive care and who have a substantial chance of survival until they are evacuated to other medical facilities. They are not to be used as first aid stations for the minimally injured, although they may be used to refer them to a nearby site for first aid. Nor should they be used as short term staging areas because evacuation of casualties may be delayed due to limited availability of transportation. Factors such as the flow of casualties, the availability of supplies, the timeliness and rate of casualty evacuation, managers' decisions on the allocation of resources (especially during the first 24 hours of operation).

3. DESIGNATION OF CCPS

The designation, establishment, organization and operation are the responsibility of Contra Costa County officials. Regional resources will be available to resupply and augment CCP operations. It is not available to activate a CCP during the initial response. Locations in Contra Costa County have been designated. The location of CCPS should be publicized only after approval.

If many casualties occur in an area distant from any designated CCP, the Medical Coordinator may designate additional CCPS, as may local and state responders and the public of its local jurisdiction.

In selecting CCP locations, consideration should be given to factors that are most likely to have large numbers of casualties. These include locations in potential high-risk areas throughout the county; access for staff, supplies and casualties; ease of evacuation; and the ability to secure the area.



#### 4. MEDICAL CARE

Medical resources at CCPs should be oriented toward stabilization for transport and relief of suffering. Supplies, personnel and conditions will not usually allow definitive care of even minor or moderate injuries. Care should ordinarily be limited to:

- Arrest of significant bleeding.
- Splinting of fractures.
- Maintenance or improvement of hemodynamic conditions by intravenous solution.
- Treatment of severe respiratory conditions.
- Pain relief.

#### 5. CCP OPERATIONS

The flow of casualties into a CCP is unpredictable depending on its distance from casualties, the success of public information efforts, its accessibility, and the pace of search and rescue operations.

- If delay is lengthy, reconsideration of triage of the seriously injured and a higher level of prehospital care at CCPs may be needed.
- Supplies from outside the disaster area to the CCPs may be delayed.
- Water, power and other resources may be scarce, limiting the type of medical treatment feasible at a CCP.
- Inclement weather and other atmospheric conditions may hinder helicopter delivery of personnel and supplies and evacuation of casualties.

The public, fire and police agencies will be notified by county officials of the location of functioning CCPs.

Status reports will be made by each CCP to the County Disaster Medical Coordinator describing: numbers and triage category of casualties; medical supply needs; personnel status and needs; and accessibility by helicopter and ground transportation.

Patient tracking will begin at CCPs, using a Patient Tracking Tag that will be attached to the patient during triage operations. This tag will remain with the patient until the final medical treatment facility is reached.

DISASTER SUPPORT AREA (DSA) MEDICAL OPERATIONS

1. MEDICAL STAGING AREA

Disaster Support Areas will be opened and operated by the state.

The DSA will serve as a medical staging area through which casualties requiring hospitalization for substantial care are transported for dispersal to medical facilities in uninvolved areas. A "leap frog" concept will be used in evacuating casualties and providing mutual aid resources. Under this concept, casualties will be evacuated from Casualty Collection Points (CCPs) in the affected area to the DSA, then to a more distant medical facility for definitive care. Human and material resources will then be transported from the DSA to the affected area on the return trip. The movement of casualties and resources will be coordinated with all appropriate levels of government, and medical response and emergency medical agencies in the affected area, by the State Disaster Medical Coordinator (Director, EMSA). In general, only minimal medical stabilization services aimed at preserving life will be performed at the DSA.

2. MEDICAL FUNCTIONS

Responsibilities at the DSA include:

- Planning the organization and layout of the medical section of the DSA.
- Establishing procedures for patient flow.
- Directing the establishment of the medical site and implementation of patient care procedures.
- Providing orientation for personnel staffing the DSA medical function.

The DSA will serve as the site for the receipt, storage and disbursement of medical resources into unaffected areas.

3. SATELLITE MEDICAL OPERATIONS

Medical DSAs may be created by the Emergency Medical Services Authority (EMSA) at other locations depending on the location of large pockets of casualties and the amount of responding resources available.

#### 4. ORGANIZATION AND SUPPORT OF PERSONNEL

Physicians and other licensed medical personnel arriving at the DSA shall sign a log sheet listing their name, specialty and license number. Medical personnel shall carry some proof of licensure with them. This information will be used by the Disaster Medical Coordinator to organize medical assistance teams with appropriate skills. Each team will triage and provide austere treatment to an average of 200 casualties per eight hour shift at CCPs (if needed) or at the DSA.

Each team shall consist of:

- Two physicians with specialties in emergency medicine, surgery, orthopedics, family practice, internal medicine or gynecology.
- Four registered nurses.
- Two physician's assistants or nurse practitioners. (May substitute RNs or paramedical personnel, if necessary.)
- One medical assistance personnel (dentist, veterinarian, etc.).
- Four LVNs or aides.
- Two clerks.

When medical personnel arrive at the DSA, they will be provided with orientation material, e.g., disaster tags, triage and austere medical care guidelines, DSA and CCP organization and operations material (currently under development).

Private sector medical personnel will be integrated with CNG Medical Brigade operations at the DSA.

#### 5. MOVEMENT OF RESOURCES

Written agreements should be established with commercial airlines to provide transportation of medical personnel from throughout the state to the DSA. Other transportation for personnel and equipment from other areas of the state to the DSA will be requested of private air and surface carriers, the military, and state and federal agencies through the State Office of Emergency Services.

Most medical supplies and support equipment supplied by the federal government will probably originate from Department of Defense Logistic Supply Depots and the Veterans Administration. Initial transport of supplies will be done by the military; later transport may be supplemented by the private sector.

Open market purchased resources will be delivered by the supplier. If the supplier is unable to transport, transportation will be requested through the DSA.

If land routes are open between CCPs and the DSA (or other sites of definitive or intermediate care), trucks and buses will be used to transport large numbers of casualties requiring evacuation. Ambulances from unaffected areas will primarily be used for the transport of casualties from the receiving sites in reception areas to definitive care facilities. Regional Disaster Medical Coordinators (RDMCs) will request assistance through County Health Officers (County Disaster Medical Coordinators) and will coordinate ambulance activity.

Transportation resources options include:

- Commercial fixed-wing aircraft, trucks and buses.
- CNG and U.S. Armed Forces fixed-wing aircraft, helicopters and trucks.
- Private and public ambulance companies.
- Water transport.









## Annex E

### PUBLIC HEALTH OPERATIONS

#### E.1 OBJECTIVES

This annex describes the concepts and policies used to safeguard public health and the environment in a disaster. Disaster public health differs from disaster medical. Public health operations are directed toward preventive health measures and response to hazardous materials incidents, while disaster medical operations concentrate on treating existing injuries/illnesses.

The objectives of disaster public health operations will be to:

- Provide preventive health services, including communicable disease control.
- Provide sanitation services in emergency facilities.
- Provide inspection and advice on food-handling and sanitation matters.
- Provide disaster-related public health information to the public information officer to be released to the public.
- Continuously survey the health effects of disaster-related events.
- Minimize loss of life and adverse physical effects, and reduce environmental damage due to hazardous or toxic materials.
- Provide a system for monitoring, reporting, processing, and analyzing hazardous material data.
- Provide the expertise necessary to evaluate and respond to various hazardous materials incidents.

#### E.2 SPECIFIC TERMS

##### Hazardous Materials

##### Vector Control

Actions to limit the spread of disease-carrying insects and animals.

Please review the Glossary in the Basic Plan, for definitions of general emergency management terms.

### E.3 EMERGENCY ACTIONS

Disaster public health activities will usually be associated with the periods and phases outlined in the Basic Plan, page 5. Detailed operational concepts and emergency response actions associated with the various phases are provided in the Annex E Operations Guide. Response actions specific to a radiological emergency are contained in the Annex R, and the Annex R Operations Guide, Enclosure R-9-a and b.

### E.4 ORGANIZATION AND RESPONSIBILITIES

#### Orinda

The Contra Costa County Health Services Department provides Public Health Operations for the entire county. The County Health Services Department manages public health operations for all cities within the county in a disaster.

To enhance response to and coordination with the County Public Health Emergency Management Staff Orinda has appointed the Director of Parks and Recreation as the Local Public Health Coordinator.

The Local Public Health Coordinator will:

- Gather information about the public health needs within Orinda.
- Compile information on any hazardous materials incidents within the city, and relay that information to the County EOC.
- Coordinate with any field Incident Command within the city in a hazardous materials incident.
- Communicate the city's needs to the County Public Health or Environmental Health Coordinator, as appropriate.
- Take remedial action to prevent public health problems, if directed to do so by the County Public Health Coordinator.
- Take action necessary to protect the public from hazardous materials incidents, in coordination with the established field Incident Command.

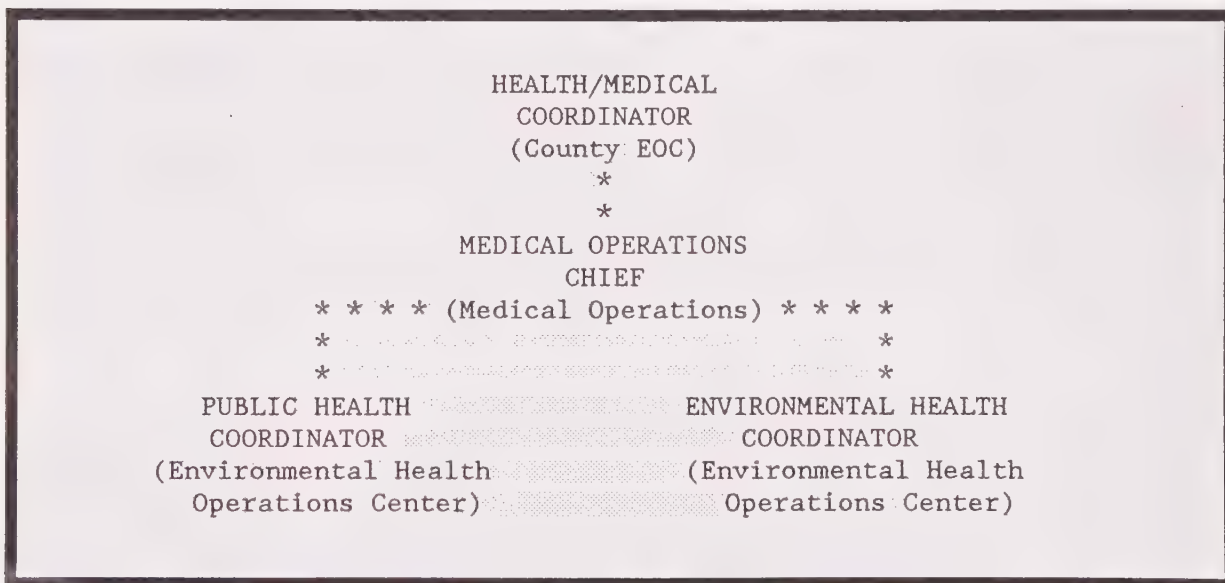
The local law enforcement authority is responsible for scene management, including Incident Command, at the site of any hazardous materials incident. The local fire district/agency in a jurisdiction is responsible for rescue, decontamination, containments, fire control and hazard recognition activities at a hazardous materials incident. For the specific role of the Contra Costa County Health Services Department in hazardous materials incidents, see the list of Environmental Health

Coordinator duties in this annex.

### Contra Costa County

Contra Costa County does not have a single County Public Health Coordinator. Instead, the Director of the County Health Services Department (or designee) is the County Health/Medical Coordinator. The Health/Medical Coordinator is responsible for carrying out some of the duties of the County Public Health Coordinator in the County EOC. The Health/Medical Coordinator is supported by the Medical Operations Center Operations Chief, who is the County Medical Director/Health Officer (or his/her designee). The Operations Chief actually carries out many of the duties of the County Public Health Coordinator. These coordinators will respond to any disaster affecting one or more jurisdictions in the county.

The following diagram outlines the organization of the public health function in Contra Costa County.



Public Health Operations Organization

The County Health/Medical Coordinator will:

- Establish priorities for the assignment of medical/health resources, if resources are not sufficient to respond to all incidents.
- Make other policy decisions, as required.
- Communicate with the Medical Operations Center to obtain information on the health/medical status of the county.
- Relay relevant information about the disaster to the Medical



Operations Center.

- Provide the Mutual Aid Region Disaster Medical/Health Coordinator with information on the status of the county's medical/health response and projected need for medical mutual aid.
- Provide information to the Public Information Officer for press releases related to health/medical situations.

The Medical Operations Chief will:

- Monitor the public health needs within the county, and assign Public Health and/or Environmental Health Coordinators, as required.
- Assess the availability of resources required to meet the public health needs.
- Carry out the duties of the Public Health and Environmental Health Coordinators until they have been assigned.
- Communicate with the County Health/Medical Coordinator in the County EOC.
- Coordinate health-related activities among other local public and private response agencies or groups.

The County Health/Medical Coordinator will be supported by and work with the staff of the County Medical Operations Center.

The Public Health Coordinator, if assigned, will:

- Arrange for preventive health services, including communicable disease control.
- Communicate with the Medical Operations Chief in the Medical Operations Center about any public health problems, and actions taken.

The Environmental Health Coordinator, if assigned, will:

- Provide for inspection of health hazards in damaged buildings.
- Identify and monitor possible sources of contamination of water, food and drug supplies that could be dangerous to the physical and mental health of the community. Arrange for inspection of vital foodstuffs, water, drugs and other consumable for purity and usability.
- Provide for food handling, mass feeding, and sanitation services in

emergency facilities, including mass care shelters. Also attend to sanitation in commercial feeding facilities.

- Provide inspection and advice on other sanitation matters.
- Arrange for mosquito and other vector control in areas not covered by local mosquito abatement districts.
- Provide professional assistance to Incident Commanders to identify, evaluate and monitor any hazardous materials spilled or released within the county.
- Provide staff to advise the Incident Commanders and other first responders regarding health, safety, site characterization, containment, decontamination, mitigation and cleanup.
- Assess the risk to the public health and the environment from any hazardous materials released or spilled.
- Manage site cleanup at the request and under the authority of the Incident Commander.
- Communicate with the Medical Operations Chief in the Medical Operations Center about any environmental health problems, and actions taken.

A listing of organizations locally available to support disaster public health operations is provided in the Annex E Operations Guide, Enclosure 2, Supporting Organizations and Responsibilities.

#### Mutual Aid Region

If local resources are insufficient to meet public health needs within the county, the County Public Health Coordinator may request mutual aid through the Regional Disaster Medical/Health Coordinator at State OES Region II. The RDMHC is responsible for coordinating disaster public health operations and support requirements within the region and will submit requests for support and other relevant information to the State Department of Health Services.

Details of the disaster public health and technological services (hazardous materials) functions at the state level can be found in the State Emergency Plan, Annexes E and M.

#### E.5 POLICIES AND PROCEDURES

General policies and procedures for public health operations in a disaster are provided below. A checklist of actions and specific information about disaster

public health operations are contained in the **Annex E Operations Guide**. Special policies and procedures for radiological emergencies are provided in **Annex R, Radiological Protection**, and the **Annex R Operations Guide**.

#### General

- In a radiological emergency, special public health actions are necessary. The Contra Costa County Health Services Department provides technical advice and coordinates services to alleviate associated public health problems. Policies, procedures and checklists specific to public health operations during radiological emergencies are provided in Enclosures R-9-a and R-9-b to the **Annex R Operations Guide**.
- The provision of federal resources prior to a Presidential Declaration of an EMERGENCY is justified where prompt action is essential for the protection of life and property. After a Presidential Declaration is made, and upon instructions from the Federal Emergency Management Agency Region IX Director, federal agencies will make their resources available to support local and state emergency public health and sanitation efforts.
- A disaster may necessitate state control of local public health operations. Under Section 207 of the Health and Safety Code the state Department of Health Services is authorized to assume control of local public health functions if, in its judgement, public health is menaced. If this decision is made, the state Department of Health Services will notify the county health officer accordingly and assume control of local public health functions.

#### Hazardous and Toxic Materials

- The Incident Commander for most hazardous materials incidents is the local law enforcement authority, except in the case of highways, where scene management responsibility lies with the California Highway Patrol.
- The State Agency Coordinator for most incidents is a Fish and Game or Highway Patrol representative. The state agency coordinator and incident manager determine pertinent facts about the incident and decide what state agency support is needed. The state agency coordinator then calls for state resources.

#### Emergency Planning and Community Right-to-Know

- The State Office of Emergency Services is responsible for integrating the separate elements of state and federal law into a unified program for hazardous material emergency planning and community right-to-know. The following are brief descriptions of the major elements of the program:



- \* The State Office of Emergency Services is designated as the lead state agency for management of the state hazardous material emergency planning and community right-to-know program. OES develops regulations to implement state legislation and provides guidance to businesses for implementing the state program.
- \* The state Chemical Emergency Planning and Response Commission is mandated by federal law and is appointed by the governor. The Commission, in turn, appoints members to district planning committees to implement the program at the district level. Program management responsibility rests with the Commission. In California, the governor has appointed the directors of several state departments and agencies, representatives from each planning district, and a representative of local government to the state Commission. The Commission is chaired by the Director of the Office of Emergency Services. It has established six emergency planning districts within the state, with the geographic boundaries coinciding with the existing mutual aid regions previously established by state law. Contra Costa County lies in Region II.
- \* Counties are required to designate an agency to implement provisions of state law and act as an administering agency. Contra Costa County has designated the county Health Services Department as our administering agency. The administering agencies are the focal point for receipt of business emergency response plans and chemical inventory information under the state program.
- \* Local emergency planning committees (LEPC) are appointed by the state Commission. The number of such committees within a state is one per planning district as designated by the Commission. In California, the Commission has appointed 15 representatives to each committee. There is one committee for each of the six planning districts established by the Commission. The committees have developed the initial regional hazardous materials emergency response plans.
- Businesses in Contra Costa County that handle acutely hazardous materials are required to notify the Contra Costa County Health Services Department. The acutely hazardous material list that subjects a facility to notification provisions is the same as the extremely hazardous substance list that subjects facilities to federal requirements. Facilities where any of the federally listed extremely hazardous substances are present above certain set amounts are required to report.
- State law also requires reporting of releases or threatened releases of hazardous materials. Hazardous materials include any material that, because of its quantity, concentration, or physical or chemical characteristics, poses a significant present or potential hazard to human health and safety or to the environment, if released. There is no minimum reportable quantity.

- The Contra Costa County Health Services Department, Environmental Health Division, maintains records of all business plans received and indexes them by street address and company name. These plans are available for inspection by the public during regular business hours, except for those portions of the plan that specify exact locations where hazardous materials are stored or handled.
- Emergency response plans are also made available to the public during normal working hours at an appropriate location. Each local emergency planning committee is required to annually publish a notice in local newspapers about where these plans can be viewed.



Annex E

OPERATIONS GUIDE

HEALTH/MEDICAL COORDINATOR

PUBLIC HEALTH DUTIES

<u>ENCLOSURE</u>	<u>TITLE</u>
E-1	Supporting Organizations and Responsibilities
E-2	Health/Medical Coordinator, Public Health Duties Emergency Action Checklist
E-3	Disaster Public Health Considerations



SUPPORTING ORGANIZATIONS AND RESPONSIBILITIES

The Contra Costa County Health Services Department is responsible for ensuring that the missions outlined in Annex E are carried out. The **Orinda Public Health Coordinator** should use this document as a guide to coordinate public health needs of the city. The following organizations may be available to support them in this mission:

**Social Service Department (Care and Shelter)**

With assistance from the Red Cross, maintains public health at mass care, feeding and lodging facilities.

**Mosquito Abatement Districts**

Perform mosquito and other vector control within program plans of County Health agencies and provide reinforcement to the State Department of Health Services and local Health Departments.

**County Agricultural Commissioner**

Provide assistance with emergency vector control.

**American Red Cross**

Provide supplementary medical, nursing aid and other health services upon request and within capability.

**Private Medical Laboratories**

Conduct tests and evaluations as requested.

**Vector Control Companies**

Provide vector control services as needed.

Enclosure E-2

LOCAL HEALTH/MEDICAL COORDINATOR

PUBLIC HEALTH DUTIES

EMERGENCY ACTION CHECKLIST

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
		<u>PREPAREDNESS PHASE</u>
_____	_____	Coordinate Public Health plans with the Contra Costa County Emergency Plan.
		<u>EMERGENCY PERIOD/PreIMPACT PHASE</u>
_____	_____	Begin EOC Activity Log.
_____	_____	Estimate required materials and procure needed supplies.
_____	_____	Review disaster plans and SOPs with staff.
_____	_____	Work with the Public Health Director to determine potential health hazards and establish standards for control.
_____	_____	Work with the Public Information Officer to contact media and issue press releases to ensure that the public is aware of public health hazards and mitigation procedures.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
<u>EMERGENCY PERIOD/IMMEDIATE IMPACT PHASE</u>		
_____	_____	If not already done, begin EOC Activity Log.
_____	_____	Have Situation Analysis brief you on overall conditions.
_____	_____	Obtain information on existing/potential public health problems.
_____	_____	Check with EOC Recovery staff on data that needs to be collected and maintained.
_____	_____	If necessary, consult with the Emergency Services Director and/or Legal Counsel on any public health questions or policy decisions.
_____	_____	Request assistance from the County Disaster Medical/Health Coordinator.
_____	_____	Coordinate health-related activities among local public and private response agencies or groups.
_____	_____	Coordinate, with the County Coroner, on any health-related problems associated with the disposal of the dead.
<u>RECOVERY</u>		
_____	_____	Prepare a report on Public Health activities during the disaster and submit to Administrative Services.
_____	_____	Participate in postemergency debriefing and critique sessions.
_____	_____	Complete all activity documentation and submit to Director of Finance.



DISASTER PUBLIC HEALTH CONSIDERATIONS

This enclosure outlines considerations that may be necessary following a disaster to ensure a level of sanitation adequate to prevent the spread of disease. Vectors and the main diseases they spread are discussed so that they can be kept in check before their numbers become hard to control.

1. WATER SUPPLY

If no restrictions have been placed on the supply of water, an estimate of 100 liters/person/day for all uses of water except construction should be provided. A breakdown by facility can be assessed as follows:

- First aid stations, 40-60 liters/person/day.
- Mass feeding center, 20-30 liters/person/day.
- Housing and shelter, 15-20 liters/person/day.

Once the actual water requirements of an area have been estimated, sources to meet the needs must be located. The municipal system, the private systems of industry and agriculture, springs and wells, and surface waters are potential sources that might be tapped. If these sources are determined to be insufficient to meet demands, rationing must be initiated.

While potable water from the sources already identified will be used first, methods for treating nonpotable water should be established. The following two methods are recommended:

- (1) **Disinfection.** This method should be used on all water. It is done by adding Tincture of Iodine or chlorine to the water, or by boiling the water.
- (2) **Coagulation.** This method should be used in conjunction with disinfection in the treatment of surface waters. It is done by chemical addition or chemical filtration.

To make sure that water quality is maintained at a safe level for consumption, four tests of quality should be performed, as follows:

- (1) The residual chlorine test.
- (2) The coliform bacteria test.
- (3) The H-ion concentration test.

- (4) The type of alkalinity test.

Procedures for these tests are found in Standard Methods of Water Quality, American Public Health Association (APHA), 13th edition, New York, New York, 1971.

## 2. WASTE DISPOSAL

To accommodate the increased population in reception areas, human waste disposal units may have to be built. Sanitarians should inspect and supervise the construction of these units for the following three reasons:

- 1) These sites are fly-breeding areas;
- 2) The incidence of disease caused by enteric and helminthic organisms could increase at these sites; and
- 3) Soil or water might be contaminated if the units are poorly constructed.

Four different types of excreta disposal units can be installed. They include:

- 1) Deep trench latrines;
- 2) Pet privies;
- 3) Mobile latrines or chemical toilets; and
- 4) Urinals or borehole latrines.

## 3. SOLID WASTE DISPOSAL

Most solid waste will accrue at the mass feeding facilities, with organic wastes being of particular concern to public health officials. At all facilities, organic and inorganic wastes should be collected and stored separately. Organic wastes will require heavier, washable watertight containers with tight-fitting lids. When deciding upon types of containers and upon methods of collection, the following should be considered:

- Four containers will be needed per 100 people at mass feeding facilities.
- Containers should always be stored outside buildings.
- Plastic bags may be used for storage but only for short periods.
- Garbage collection from mass feeding centers should take place daily.
- Garbage trucks with a 10 cubic meter capacity, manned by one driver and two helpers, can serve 6,000 people if three trips are made to the disposal area daily.

Four methods of disposal are presented; they will have to be expanded to take care of the increased volume. The methods include sanitary landfills, burial, incineration and open dumping.

- (1) **Sanitary landfill.** This is the best option. Refuse should be compacted, covered with earth, and compacted again.
- (2) **Burial.** This is the next best option. Like the sanitary landfill, it involves covering the refuse at the end of the day.
- (3) **Incineration.** This method can be used if the first two options are impractical or inadequate for the existing volume of garbage (pathogenic materials from hospitals or infirmaries must be burned).
- (4) **Open dumping.** This method is to be discouraged and will be allowed only in extreme cases. Open dumping refuse should be hauled to the dump sites, burned and covered, where possible, to deter rodents and flies. Cans should be crushed because they provide excellent breeding grounds for mosquitos.

#### 4. MASS FEEDING SERVICES

Several aspects of the food delivery system will need supervision to prevent the spread of disease and the spoilage or waste of food. Some of the most important aspects are:

- Inspection of incoming foods to detect spoilage or contamination.
- Quality control of water supplied to food preparation centers.
- Provision for proper storage and cooking of food.
- Provision for proper disposal of solid and liquid wastes.
- Provision for proper washing and sanitizing of utensils.
- Supervision of food preparation and serving.
- Supervision of cleaning food handling and serving areas.
- Control of insects and rodents in food stores, kitchens and eating areas.
- Management of personnel, including training, health checks and assignment at sanitary facilities.

Due to the increase of population in reception areas, feeding facilities will be in great demand. Those facilities in existence must be used to their maximum capacity; additional mass feeding centers may have to be created. Maintaining cleanliness and sanitation standards will be of the utmost importance. All

sections should be kept clean and disinfected and only potable water should be used in the feeding centers. In addition, three separate basins (one for personal use, one for the cleansing of cooking utensils and dishes, and one for the washing of fruits and vegetables) should be set up. All sinks should be provided with detergents, access to boiling water, and organic waste containers where grease and food scraps can be deposited. Dishes should be immersed in boiling water for five minutes.

Food handlers must practice good hygiene and be without boils, sores or any communicable disease. To ensure this, medical examinations should be conducted for all handlers. Food handlers should also attend a brief training session that stresses personal cleanliness and emphasizes the washing of hands and the wearing of special garments for food service and preparation. Food handlers should be instructed not to sneeze or cough near food.

All foods that will not be used the day they are opened should be kept in fly-proof containers. If there is inadequate refrigeration, perishables must be brought to the center daily. Raw vegetables or soft-skinned fruit should not be served at the centers.

## 5. VECTORS

Control of vectors is very important. Although vectors are present in almost every environment, they can become a serious cause of the spread of diseases under crowded, less sanitary conditions. Common vectors that transmit disease through biting, skin infection, food or water pollution are listed in the table below:

Vector	Main Diseases
Cockroaches	diarrhea, dysentery, salmonellosis
Cone-nosed bugs	Chagas' disease
Bedbugs	severe skin inflammation
Houseflies	conjunctivitis, diarrhea, dysentery, typhoid fever
Lice	skin irritation, pediculosis, endemic typhus, relapsing fever, trench fever
Mosquitos	malaria, yellow fever, dengue, filariasis, viral encephalitis
Ticks	rickettsial fever, tularemia, relapsing fever, viral encephalitis
Rodents	salmonellosis, rat bite fever, leptospirosis, melioidosis
Rodent fleas	endemic typhus, bubonic plague



Mapping rodent harborages will help determine the extent and location of infestations. It is also useful in estimating the probability of disease, the possibility of people being bitten, and the possibility of property or food being damaged. Mapping is one preventive measure that allows sanitarians to begin control measures before disease outbreak occurs.

If allowed to flourish, mosquitos can also create health problems. They are often found near water supplies and in tin cans that have been discarded. Examples of fly-breeding areas that should be mapped are disposal sites, surface toilets and dumps. It should be noted that temperatures greater than 200° C are conducive to rapid population increases of flies.

Strategies for rodent control will vary, depending upon whether the danger of disease is imminent. If disease is probable, rat runs should be dusted with a rodenticide that eliminates ectoparasites. The dusting should be extended to other areas where rats are found and mass poisonings at dumps and harborages should be conducted. Where no present danger of disease exists, sections where rat control is needed should be mapped. Crews and equipment for dusting and poisoning should be prepared so that rat populations can be kept in check. Rats should be deprived of food by intensifying its rapid storage and disposal, increasing garbage collections and ensuring adequate waste burial.

Flies may be controlled by applying chemicals in resting and breeding areas, ensuring sanitation through the proper disposal of organic wastes and making use of such mechanical means as screening, etc. Cockroaches and ants will be kept in control primarily by cleanliness, although chemical dusting of shelves, garbage cans and latrines will help. Individuals infested with lice, fleas or mites should be dusted weekly with insecticides, inside and outside of clothing, in the hair and in their living quarters.

It should be noted at this point that precautions should always be used in the handling of pesticides, especially where people will be directly exposed. Supervision by sanitarians or other qualified personnel is essential.

## 6. DISINFECTION

For those who have been exposed to contagious diseases that are life-threatening, it is imperative to destroy germs, insects, larvae and eggs. Special facilities will be designated where showers and laundry sections offer complete disinfection. Steam or a 5% formaldehyde solution can be used to disinfect clothing.







## Annex F

### CORONER OPERATIONS

#### F.1 OBJECTIVES

This annex establishes policies and procedures for the collection, identification and disposition of dead bodies during extraordinary emergencies, particularly following a natural disaster, technological incident or nuclear attack.

The objectives of coroner operations will be to:

- Identify human remains and provide adequate care (storage, posthumous examination, etc.) as required by law.
- Determine the cause and manner of death.
- Inventory and protect personal effects.
- Locate and notify next of kin.

#### F.2 SPECIFIC TERMS

##### Fatality Collection Area

An area near a disaster site used for storing and keeping track of fatalities.

Please review the Glossary in the Basic Plan, for definitions of general emergency management terms.

#### F.3 EMERGENCY ACTIONS

Coroner activities will usually be associated with the periods and phases outlined in the Basic Plan, page 5. Detailed operational concepts and emergency response actions associated with the various phases are provided in the Annex F Operations Guide.

#### F.4 ORGANIZATION AND RESPONSIBILITIES

##### Orinda

The County Coroner is responsible for Coroner Operations in all jurisdictions in the county. To ensure coordination with the County Coroner, Orinda has appointed the Chief of Police as the Local Coroner Coordinator.

The Local Coroner Coordinator will:

- Gather information about coroner needs in Orinda.
- Relay the city's needs to the County Coroner.
- Arrange for temporary morgue facilities.
- Coordinate with the County Coroner to establish Fatality Collection Areas.

#### Contra Costa County

The Contra Costa County Sheriff is the County Coroner. Under the State Health and Safety Code the County Coroner/Medical Examiners have statutory responsibility and authority for identifying dead bodies and human tissue; determining and recording the cause, circumstances and manner of death; and disposing of unclaimed and/or indigent dead bodies.

When disasters result in large numbers of dead, the County Coroner will:

- Coordinate local resources used for the collection, identification and disposition of dead bodies and human tissue.
- Select an adequate number of qualified personnel to staff temporary morgue sites.
- Establish collection points to assist recovery operations.
- Coordinate with search and rescue teams.
- Designate an adequate number of people to perform the duties of Deputy Coroners.
- Identify mass burial sites.
- Ensure that the property and personal effects of the dead are protected.
- Ensure that relatives of the dead are notified.
- Establish and maintain a comprehensive record keeping system for continuous updating and recording of fatality numbers.
- Submit requests for mutual aid assistance, if required, consistent with the Coroners Mutual Aid System.
- Coordinate services of: funeral directors, ambulances and morticians; the American Red Cross for location and notification of relatives; dentists and x-ray technicians for purposes of identification; law enforcement agencies for security, property

protection and evidence collection; and mutual aid provision to other counties upon request.

Organizations locally available to support coroner operations are listed in Enclosure 1 to the Annex F Operations Guide, Supporting Organizations and Responsibilities.

### Mutual Aid Region

If local resources are insufficient to meet Coroner needs within the county, the County Coroner may request mutual aid through the Regional Coroner Coordinator at State OES Region II. The Regional Coroner Coordinator is designated by the California State Coroners Association, and receives and responds to requests from County Coroners/Medical Examiners for mutual aid assistance from other jurisdictions and/or private sources. If a present or anticipated emergency is so great that it requires the resources of one or more counties, the Regional Coroner Coordinator will be responsible for organizing and coordinating the dispatch of resources from within the region to the affected areas. The Regional Coroners Mutual Aid Coordinator will tell State OES of the situation. If the region's resources are insufficient, the Regional Coroner Coordinator will ask for help from the state.

Details of the Coroner function at the state level can be found in the State Emergency Plan, Annex F.

## F.5 POLICIES AND PROCEDURES

General policies and procedures for coroner operations in a disaster are provided below. A checklist of actions and specific information about disaster coroner operations are contained in the Annex F Operations Guide. Special policies and procedures for radiological emergencies are provided in Annex R, Radiological Protection, and the Annex R Operations Guide.

### Emergency Responses

#### Level I

If the Coroner's Office can handle the number of dead, normal routines to examine, perform autopsies, fingerprint, identify, photograph and record personal property of the dead will continue. If the number of fatalities overburdens the Coroner's Office, then a temporary staging or collection area will be staffed by funeral directors in the area.

#### Level II

The Coroner's Central Morgue operations are likely to be disrupted. Multiple staging areas or morgue sites may be necessary. Collection areas may be manned by Coroner's Staff, funeral directors and volunteers. These workers may handle the operational details of the Coroner's facility for



their district. It may be necessary to establish fatality collection areas for people who die while in the hospital or en route to treatment areas. To avoid additional trauma to surviving victims, it will be important to establish the fatality collection areas away from hospitals or treatment facilities.

#### Level III

Due to the anticipated number of fatalities, identifying the dead can be expected to pose a significant problem. This problem may not be immediately resolved; therefore, storage facilities for an extended period, or mass burial, may be necessary. It will be imperative to have the bodies and possessions tagged and labeled with the location found, and any other vital information that may lead to a future identification. It may be necessary to embalm the bodies for preservation and disease prevention. X-rays and dental charts may be used for identification.

Some bodies will not be identifiable before burial. Therefore, it is imperative that records be kept of grave sites, (unidentified person) numbers, case numbers and burial orders. Each body should have attached to it a tag, preferably metal or plastic, which contains the identification information.

#### **Communications**

Deputy Coroners in the field shall establish, as soon as possible, communication with the Coroner and with other agencies at the disaster site or within the area, possibly through the law enforcement communications system. (Telephone communications, in many disaster situations, have been shown to be vulnerable to damage and overload from extremely high usage by the public. Radio-based systems not requiring commercial power exhibit the highest degree of reliability.)

#### **Fatality Collection Areas (FCAs)**

If the number of dead exceed the resources of the Coroner's Office, the Coroner will organize and operate a FCA at the disaster site. The facilities, located as near as possible to areas with heavy death toll, should have, if feasible, showers, hot and cold water, electricity, parking areas and communications. They should be fenced or locked for the security of bodies and personal property, be removed from public view and have sufficient space. Some facilities that could, potentially, be used are: existing mortuaries, cemeteries, National Guard Armories, etc. Once FCAs are established, the Coroner's organization should obtain refrigerated trailers as deemed necessary. The trailers can be moved to whatever location designated by the Coroner. If refrigerated trailers are not available, the Coroner's office can arrange for railroad refrigeration cars or ocean container vans to help preserve bodies.

Functions performed at the FCAs are:

- Receive the dead brought in from the disaster area.
- Identify the dead, record the identification, or collect and record evidence that may lead to later identification of the bodies that may have to be buried in an unidentified state.
- Receive, label and impound property of the dead. Use the property as necessary to identify the dead, and hold the property for the next of kin or the Public Administrator.
- Keep records of names and numbers of dead. It is essential to maintain a post-mortem board containing all known information regarding all remains or parts of remains which may be identifiable.
- Receive telephone inquiries from or solicit relatives and friends of the dead or missing people to assist in the identification. This function may be handled by the American Red Cross or volunteers who have been trained to provide relief for survivors. Clergy members may be used to notify and console relatives and friends.
- File and record emergency death certificates.
- Photograph, x-ray and chart teeth, determine the cause of death.
- Embalm bodies for preservation and disease prevention.
- Release bodies to mortuaries or a transportation service for transport to burial sites.
- Obtain all the necessary equipment, supplies and personnel to carry out these tasks.

#### Locating, Retrieving and Tagging of Bodies at the Disaster Site

The Coroner's Office, with the help of other disaster team members, will aid in the recovery and identification process, as follows:

- Security arrangements at the disaster site must be made. Admission to the disaster area should be restricted to only authorized personnel, equipment and supplies.
- A method to locate bodies at the disaster site may be needed. A format by which the disaster site is marked off in grids and each is designated in alphabetical sequence has been effective. Bodies within each grid are designated in sequence and prefixed with prearranged letters and numbers. Locations within the grid are fixed by street numbers, streets, intersections, etc.
- Parts of bodies are identified and tagged using these numbers as the prefix, followed by the designation "P" for part. Parts will not be

assigned to bodies at the scene.

- If time, security and safety allow, photographs of bodies, body parts and property will be taken at the scene.
- Bodies should not be searched or identified at the scene.
- Bodies will be removed from debris, tagged, put into body bags or wrapped in plastic sheeting and readied for transport to the FCA.
- Personal property will be tagged and sent with the body.
- Property and clothing not actually on a body will not be assigned to a body.

#### Transport Bodies to Fatality Collection Areas

Transportation of bodies from disaster sites to FCAs will be coordinated by the Contra Costa County Coroner/Medical Examiners and Transportation Coordinators (when required). Transportation sources could include coroners vehicles, vehicles supplied from local mortuaries or other sources.

#### Mass Burial

Mass burial may become necessary when the number of victims become a public health hazard and the dead cannot be:

- Adequately refrigerated or embalmed to prevent decomposition.
- Processed and identified.
- Released to the next of kin.
- Transported to and/or cared for by cemeteries, mausoleums, crematoriums, etc.

The Contra Costa County Coroner, County Health Officer and the State Department of Health Services must decide if mass burials are needed. This process should also be coordinated with city officials and religious leaders in the community.

The site of mass burial must be agreed upon by the above agencies, taking into consideration the number and location of dead to be buried. An existing cemetery would be the most logical location of a mass burial site; however, that may not be possible for a variety of reasons.

The next consideration should be given to federal, state, county or city-owned property or rights-of-way, such as:

- Parks and recreational areas;
- Flood control basins (weather permitting);
- Sides of freeways and river beds;
- Areas beneath high power lines;
- Rail yards and areas along rail lines.

Final consideration should be given to privately owned property (except cemeteries), preferably large open fields such as are found in industrial or agricultural areas, etc. Access and egress are important factors, along with the type of terrain and the need to simplify later exhumations. These exhumations will be ordered to attempt to identify unknown bodies, and for the reinternment of those identified by the next of kin in the cemetery of their choice. Bodies remaining unidentified must still be reinterred in a designated cemetery.

Those bodies designated for mass burial should be processed to ensure that:

- Body has been rechecked for any type of jewelry or other items that may assist in identification.
- Post-mortem information has been properly documented, especially scars, tattoos, deformities and other physical descriptions.
- Fingerprints have been taken, if not, fingers should be rechecked and prints taken if possible.
- Mandible and maxillary have been removed and placed into a properly marked container.
- An additional body tag has been attached, properly filled out and placed into a small, sealed plastic bag.
- If remains are not arterially embalmed, the body has been wrapped in celu-cotton or other absorbent material.
- Embalming fluid (2 to 3 gallons cavity fluid or 10% formalin) has been poured over remains.
- Body has been wrapped in plastic sheeting or disaster pouch and tied/zipped to prevent leakage.
- A tag has been attached to the pouch containing the body.
- If possible, body has been placed in a wooden or metal container for burial; that container has been marked (spray painted) with corresponding identification numbers.



Exact location of each body buried must be recorded on grid maps including dates, times and other information necessary for exhumations at a later time. Each burial site also must be marked (staked) with the correct corresponding identification numbers.

### **Counseling Service**

An information and/or counseling service staffed by American Red Cross workers, mental health workers, clergy and others experienced in Coroner activities should be established for relatives and friends of missing or dead people.

### **Mutual Aid**

Consistent with the Coroners Mutual Aid System, local requests for mutual aid assistance will be submitted to the appropriate Regional Coroners Mutual Aid Coordinator.



Annex F  
OPERATIONS GUIDE  
CORONER

This Operations Guide contains checklists and functional information that will assist the Coroner or the Local Coroner Coordinator during disaster operations. Contents of the guide are listed below:

<u>ENCLOSURE</u>	<u>TITLE</u>
F-1	Supporting Organizations and Responsibilities
F-2	Coroner Emergency Action Checklist



Enclosure F-1

SUPPORTING ORGANIZATIONS AND RESPONSIBILITIES

The Contra Costa County Sheriff's Department is responsible for ensuring that the missions outlined in Annex F are carried out. The **Orinda Coroner Coordinator** may be required to perform some of these functions until the County Coroner is available. The following organizations may be available to support them in this mission:

County Health Services Department (Public Health)

Determine hazards to public of undisposed remains.

Environmental safety for Coroner Field Teams.

Public Works Department (Construction and Engineering)

Assist in tagging, as required.

Embalmers  
Funeral Home Directors  
Morticians

Transportation and/or final disposition of remains, as needed.

Dentists  
Laboratory Technicians  
X-Ray Technicians

Identification assistance upon request and within capabilities.

American Red Cross  
Salvation Army  
RACES

Provide public inquiry service.

Ministerial Organizations  
Red Cross  
Mental Health Professionals

Provide bereavement counseling as appropriate.  
Assist in mass burial services, as appropriate.

Enclosure F-2

LOCAL CORONER

EMERGENCY ACTION CHECKLIST

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
<u>PREPAREDNESS PHASE</u>		
_____	_____	Coordinate with Logistics to identify resources such as body bags and temporary morgues for use in large scale operations.
<u>EMERGENCY PERIOD/IMMEDIATE IMPACT PHASE</u>		
_____	_____	Establish morgue facilities.
_____	_____	Coordinate with Logistics to procure temporary cold storage facilities or vehicles, if required.
_____	_____	Request additional personnel, equipment and material to support department emergency operations through Logistics. Resource requests should include: <ul style="list-style-type: none"><li>* Reason for the request;</li><li>* Date/time needed;</li><li>* Specifics, including the number and type of resources needed, and the name of the individual to whom they are being sent; and</li><li>* Destination of resources.</li></ul>
_____	_____	Establish fatality collection areas to aid body recovery operations.
_____	_____	In coordination with Logistics establish additional temporary morgue facilities if needed.
_____	_____	Meet with Public Health to determine if special handling procedures will be required to avoid contamination.
_____	_____	Have field units report numbers of fatalities and locations. Pass this information to Situation Analysis.
_____	_____	Work with the PIO on press releases that contain information on fatalities.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
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FLOODING/DAM FAILURE OCCURS

_____	_____	In case of flooding, assist and coordinate the reburial of any coffins that may be washed to the surface of inundated cemeteries.
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_____	_____	Coordinate with search and rescue for the recovery of bodies.
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RECOVERY

_____	_____	Prepare a report on Coroner activities during the disaster and submit to Finance Director.
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_____	_____	Participate in postemergency debriefing and critique sessions.
-------	-------	--

_____	_____	Complete all activity documentation and submit to Finance Director.
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## Annex G

### CARE AND SHELTER

#### G.1 OBJECTIVES

This annex describes the organization, policies and procedures required to comfort and care for disaster victims. Care and shelter operations includes feeding, clothing and sheltering people on a mass care basis. Disasters caused by natural, technological and radiological events require immediate actions from Care and Shelter Staff. This material also cites authorities and specifies the public and private organizations responsible for providing mass care and welfare inquiry services.

The objectives of care and shelter operations are to:

- Provide food, clothing, shelter and other necessities of life, on a mass care basis, to people unable to provide for themselves as a result of a disaster.
- Provide an inquiry service to reunite separated families or respond to inquiries from relatives and friends outside the affected areas.
- Assure an orderly transition from mass care, to separate family living, to post-disaster recovery.
- Prepare fallout shelters for occupancy and operation in the event of a nuclear attack.
- Organize and manage fallout shelters.

#### G.2 SPECIFIC TERMS

##### Mass Care/Mass Care Facility

A location, such as a school, where disaster victims may receive assistance. A person may find temporary lodging, feeding, clothing, registration, welfare inquiry, first aid or essential social services at this site. These facilities will be staffed by volunteers and assigned trained staff during the emergency period.

##### Shelter Manager

An individual who provides for the internal organization, administration and operation of a shelter facility.

Please review the Glossary in the Basic Plan, for definitions of general emergency management terms.

### G.3 EMERGENCY ACTIONS

Care and shelter activities will usually be associated with the periods and phases outlined in the Basic Plan, page 5. Detailed operational concepts and emergency response actions associated with the various phases are provided in the Annex G Operations Guide. Response actions specific to a radiological emergency are contained in the Annex R Operations Guide, Enclosures R-10-a, b , c and d.

### G.4 ORGANIZATION AND RESPONSIBILITIES

#### American Red Cross

By Federal Charter, the American Red Cross (ARC) is mandated to provide disaster relief in peacetime emergencies. In California, the American Red Cross, the State Office of Emergency Services (OES) and the Department of Social Services have created an operating relationship. The following references outline ARC responsibilities:

- Federal Law 36-USC-3;
- Public Law 93-288 (Federal Disaster Relief Act of 1974);
- Statement of Operational Relationships (ARC and OES);
- Memorandum of Understanding (ARC and Social Services).

The Red Cross agrees to provide:

- Emergency lodging for disaster victims in public or private buildings.
- Food and clothing for people in emergency mass care facilities.
- Food for disaster workers if normal commercial feeding facilities are not available.
- Registration and inquiry service.

The Red Cross acts cooperatively with state and local governments and other private relief organizations to provide emergency mass care to people affected by disasters in peacetime. There is no legal mandate for Red Cross involvement in a State of War Emergency, but, by decision of Chapter Boards of Directors, the Red Cross Chapter Disaster Committees in California may, if incorporated into the war emergency plans of political subdivisions, serve as a component of emergency management to assist with emergency mass care operations.

In Contra Costa County, the Diablo Chapter of the American Red Cross does participate in emergency management. Specific actions for the American Red Cross and the County Care and Shelter Coordinator during radiological emergencies are listed in the Annex R Operations Guide.



## Orinda

In Orinda, the Parks and Recreation Director is the Local Care and Shelter Coordinator. He/she will need to establish contact with the American Red Cross in order to manage shelter activity for the city. Red Cross staff will be at the Contra Costa County EOC in a large disaster which affects the county at large; otherwise, in a local emergency, only affecting this city, the Red Cross may staff the Orinda EOC.

## Contra Costa County

Contra Costa County Care and Shelter staff assume responsibility for shelter needs of the unincorporated sections of the county. As appropriate, county shelter staff will review mutual aid requests from the cities, contact the Local Care and Shelter Coordinator, and provide a response. In the event a disaster affects more than one city, the county may activate the Contra Costa County EOC and county staff will assist city shelter activities.

The Contra Costa County Social Services Director is a member of the Contra Costa County Emergency Management Team. As such, the director becomes the County Care and Shelter Coordinator and is responsible for shelter management in the unincorporated areas of the county. The County Care and Shelter Coordinator has the responsibility for managing county government resources, requesting and responding to mutual aid forces and providing support to the Red Cross.

As necessary, shelter management will expand to meet the size of the emergency. In a very large peacetime disaster, there may be a requirement for a Mass Care Services Coordinator and an Assistant Chief for Mass Care Centers (both county government designees) to assist the Care and Shelter Coordinator. The expanded organization for radiological emergencies is described in the Annex R Operations Guide, Enclosures R-10-a, b, c and d.

## Mutual Aid Region

If local resources are insufficient to meet care and shelter needs within the county, the County Care and Shelter Coordinator may request mutual aid through the Regional Care and Shelter Coordinator at State OES Region II. If a present or anticipated emergency is so great that it requires the resources of one or more counties, the Regional Care and Shelter Coordinator will be responsible for organizing and coordinating the dispatch of resources from within the region to the affected areas. The Regional Care and Shelter Coordinator will also submit requests for support to the State Director of Care and Shelter.

Details of the care and shelter function at the state level can be found in the State Emergency Plan, Annex G.

## G.5 POLICIES AND PROCEDURES

General policies and procedures for care and shelter operations in a disaster are provided below. A checklist of actions and specific information about disaster care and shelter operations are contained in the **Annex G Operations Guide**. Special policies and procedures for radiological emergencies are provided in **Annex R, Radiological Protection, and the Annex R Operations Guide**.

- **Peacetime Emergencies.** Peacetime emergency operations differ from possible radiological emergencies because magnitude of a catastrophic disaster (Level III) would be much less than a crisis relocation or attack situation. In almost all peacetime disasters, the Red Cross will provide the bulk, if not all, of the mass care services, and schools and churches will fulfill the need for shelter. Usually, people will be able to evacuate in their private automobiles, so that transportation would be available between the shelters and one or more central feeding facilities. Also, since many evacuees in peacetime disasters choose to stay with relatives, friends, or in hotels or motels, the percentage of people going to public shelter will vary from next to nothing up to 25 percent.
- **Radiological Emergencies.** If a nuclear attack is thought likely, it is expected that almost all people from identified hazard areas will be evacuated and that provisions will be made for most people in the state to be lodged in mass care facilities of either a public or private nature. People will remain in lodging facilities in a crisis relocation situation but move to fallout shelter if there is an attack warning. In reality, most lodging facilities must be upgraded to provide fallout protection. In radiological emergencies, the Red Cross does not have a mandate to participate in providing care and shelter. However, in Contra Costa County, the Red Cross is incorporated into the Contra Costa County Emergency Management Organization and may assist in providing such services.

Because of the magnitude of the care and shelter task in radiological emergencies, the County Care and Shelter Organization will be somewhat different from, more complex than, and greatly expanded over its peacetime counterpart. The limited number of people in reception areas with relevant skills must be helped by others, including the evacuees. Consequently, during radiological emergencies, State and County Social Services/Welfare Departments, the American Red Cross and other service organizations must provide the nucleus of a Care and Shelter Organization. This nucleus will be supported by evacuees with relevant skills, people related to or associated with essential workers, and organizations and residents of the reception area not otherwise involved in essential activities and functions.

- **Registration and Inquiry Operations.** In peacetime, the Red Cross has responsibility for Registration and Inquiry (Disaster Welfare Inquiry) operations. The Red Cross has trained Disaster Welfare Inquiry workers, a system to recruit volunteer workers and a tested program to handle mass

inquiries. During most disasters, a Registration and Inquiry Center is established in the Red Cross Chapter office located near the disaster or in an office nearby. But, in large-scale disasters where the Red Cross has established a Headquarters for Disaster Operations, the Center will be located there or nearby. In a radiological emergency, Registration and Information Coordinators in Reception and Care Centers have responsibility for registration as shown in the **Annex R Operations Guide, Enclosure R-10-c**.

There is often a delay between the onset of a disaster, the time that a Registration and Inquiry Center can be set up and staffed, and the time that it takes to identify residences that may have been damaged or destroyed. A temporary moratorium on inquiries may be declared until the system becomes operational. This moratorium is generally 72 hours.

Communications: Communications are established between the center and shelters, hospitals, and coroners offices or morgues. Registration lists and location changes are sent to the center daily, if possible, or more often if practical and necessary. Most inquiry and response information is sent by teletypewriter exchange (TWX) in order to provide a written record of the communications. Although every effort is made to locate all victims, some people whose homes may have been damaged will relocate but not register. For this reason, records will seldom, if ever be complete. Public information broadcasts advising people to register and to notify relatives of their location will assist inquiry operations.

#### • Lodging Operations

Site: In large disasters, all suitable buildings, other than those being used for other emergency functions, may be used for lodging. Schools are the preferred facilities for lodging, as they are public facilities and can accommodate many people. Churches are also appropriate, as they are often large and often have feeding facilities on the premises. When possible, most of the lodging operations will be performed by personnel normally associated with the facility. Or, in large disasters the relocatees themselves, under the supervision of the facility manager, are expected to assist with many, if not most, of the operations.

Arrangements have been made in advance with owners or managers of many facilities in Contra Costa County for use in large disasters and in small disasters that require many different shelter sites. The Diablo Chapter of the American Red Cross maintains the list of lodging facilities.

Medical Assistance: Only minimal health needs will be attended to in lodging facilities. If possible, sick people will be transferred to medical facilities. In large disasters, commercial lodging facilities such as motels and hotels should be reserved for the infirm who require above average comforts and conveniences.

Animals: Pets will not be allowed in lodging facilities but will be cared



for in animal shelters or veterinarian's facilities.

- **Feeding Operations.**

Location: In peacetime emergencies, plans will be made for mobile feeding, to include feeding at the scene of the disaster; providing refreshment services at hospital waiting rooms, morgues, and places where disaster victims and emergency workers congregate; and delivering food to people in isolated areas.

Mass Feeding: In most disasters, it is expected that a central facility will be set up for mass feeding and that most of the feeding operations will be performed by personnel associated with that facility. Where possible, the owners or managers of feeding establishments will manage the mass feeding operations. Mass feeding schedules will be provided to Lodging Facility Managers. Special diets will be provided as required.

Food Supplies: Arrangements will be made with 24-hour restaurants and fast food outlets to provide supplies of food initially, until mass feeding operations can be organized. Government-provided food will be obtained, if possible, and food supplies donated in bulk should be used to the extent possible.

- **Fallout Shelter Operations**

Facility and Staff: Where possible, and if lodging facilities have been designated for use as fallout shelters, Lodging Facility Managers also will function as Fallout Shelter Managers. People assigned to lodging facilities will make up the basic labor force for fallout shelter upgrading operations. Reception and Care Centers will function as Fallout Shelter Complex Headquarters after movement to fallout shelters.

Emergency Workers: Law enforcement personnel will maintain peace and order at feeding facilities, and fire personnel will perform fire safety inspection and surveillance of the feeding facilities. Operational control of emergency service personnel (fire, law, etc.) assigned to fallout shelters will remain with their respective Local Coordinators.

Command: Contact will be maintained with the local EOC, which will serve as the source of emergency information and guidance. If communications to the EOC have been severed, the Emergency Broadcast System will be constantly monitored.

Annex G

OPERATIONS GUIDE

CARE AND SHELTER COORDINATOR

<u>ENCLOSURE</u>	<u>TITLE</u>
G-1	Care and Shelter Coordinator Emergency Action Checklist
G-2	Information Briefing Format



Enclosure G-1

CARE AND SHELTER COORDINATOR

EMERGENCY ACTION CHECKLIST

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
<u>PREPAREDNESS PHASE</u>		
_____	_____	Annually: <ul style="list-style-type: none"><li>● Review current status of shelter/disaster site inventory.</li><li>● Review current list of fallout shelters.</li><li>● Review communications links between City and ARC.</li></ul>
_____	_____	Work with the Red Cross and prepare plans and SOPs outlining care and shelter procedures, priorities and techniques for: <ul style="list-style-type: none"><li>● Operating Mass Care facilities, including provisions for feeding, clothing and managing shelter facilities;</li><li>● Managing disaster inquiry;</li><li>● Identifying Red Cross role in radiological emergencies;</li><li>● Organizing and managing fallout shelters; and</li><li>● Creating callout lists of professional and volunteer personnel.</li></ul>
_____	_____	Ensure any care and shelter operations plans work with the Contra Costa County Emergency Plan.
_____	_____	Conduct staff training in care and shelter disaster procedures.
_____	_____	Make sure care and shelter management and staff identified as Shelter Managers have training in the types of documentation necessary for recovery.
_____	_____	Be sure the city has a sufficient number of staff to operate shelters, under the provisions of the American Red Cross Shelter Manager's Course. <ul style="list-style-type: none"><li>● Work with Departments to identify city staff to train as Shelter Managers.</li><li>● Work with School Districts to train school personnel.</li></ul>

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
<u>EMERGENCY PERIOD/PreIMPACT PHASE</u>		
_____	_____	Retrieve EOC supply box from room 12.
_____	_____	Begin EOC Activity Log.
_____	_____	Periodically brief the emergency services director using the format at enclosure G-2.
_____	_____	Estimate required materials and procure needed supplies.
_____	_____	Review disaster plans and SOPs with staff.
<u>EMERGENCY PERIOD/IMMEDIATE IMPACT PHASE</u>		
_____	_____	Upon EOC activation, go to the EOC.
_____	_____	Get a briefing from the EOC staff who have monitored the situation so far. Preferably this would be the Director, or next senior manager.
_____	_____	Set up work station and begin EOC Activity Log. Document: <ul style="list-style-type: none"> <li>● Messages;</li> <li>● Actions taken;</li> <li>● Requests for resources;</li> <li>● Contacts with shelters;</li> <li>● Contacts with other cities.</li> </ul>
_____	_____	If Red Cross is not present, contact the Diablo Chapter by phone (687-3030) or by RACES. If county EOC is activated, Red Cross will be there.
_____	_____	Review this entire checklist with other Care and Shelter staff.
_____	_____	Identify the need for establishing a shelter.
_____	_____	Make sure your support staff work with Red Cross to select shelter site. Consider access routes and methods of getting there. Consider backup sites in the event the disaster changes location. (For example, a hazardous materials cloud could change directions with the wind.)

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
_____	_____	Building inspection of any possible shelter site is necessary following a earthquake. Contact the Construction and Engineering Coordinator to request inspection.
_____	_____	Establish communications with outside contacts. If phones are out, use other means, such as RACES.
_____	_____	Be sure support staff contact facility staff or shelter staff at the selected site to determine what resources are needed.
_____	_____	Work with Red Cross to obtain necessary resources.
<u>EMERGENCY PERIOD/IMMEDIATE IMPACT PHASE</u>		
_____	_____	Request additional personnel, equipment and material to support department emergency operations through Logistics. Resource requests should include: <ul style="list-style-type: none"> <li>* Reason for the request;</li> <li>* Date/time needed;</li> <li>* Specifics, including the number and type of resources needed, and the name of the individual to whom they are being sent; and</li> <li>* Destination of resources.</li> </ul>
_____	_____	When a shelter is activated, be sure registration and inquiry services begin.
_____	_____	Talk with the Movement Coordinator (Law Enforcement) about the possibility of evacuations. If evacuations are needed: <ul style="list-style-type: none"> <li>• Talk with the Transportation staff in Resources. Be sure they are aware and involved with getting staff and vehicles for moving citizens, institutionalized, or infirm people.</li> <li>• Be willing to provide data on shelter sites, accessibility and number of affected people.</li> </ul>
_____	_____	Provide hourly reports to Situation Analysis on location, capacity and other data on the shelter site(s).
_____	_____	Make sure the Public Information Officer broadcasts information on shelter locations and where to inquire of lost.
_____	_____	At the outset, contact shelters hourly to check on status and resource needs.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
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RECOVERY

_____	_____	Prepare a report on care and shelter activities during the disaster and submit to Director of Finance.
_____	_____	Participate in postemergency debriefing and critique sessions.
_____	_____	Complete all activity documentation and submit to Director of Finance.

Enclosure G-2

Information Briefing Format

SHELTER STATUS:

<u>LOCATION</u>	<u>CAPACITY</u>	<u># SENT/% CAP</u>	<u>MANAGERS</u>	<u>REMARKS</u>
-----------------	-----------------	---------------------	-----------------	----------------

OTHER: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

3. VOLUNTEER COORDINATION

<u>NUMBER/TYPE WORK (BY SKILL)</u>	<u>LOCATION</u>	<u>SUPPORT REQ/ PROJECT</u>	<u>PROVIDED</u>	<u>REMARKS</u>
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TOTAL \_\_\_\_\_

REGISTERED VOLUNTEERS \_\_\_\_\_

IMPRESSED INTO SERVICE \_\_\_\_\_

OTHER \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_







## Annex H

### MOVEMENT OPERATIONS

#### H.1 OBJECTIVES

This annex provides policies and procedures for the evacuation, dispersal or relocation of people from threatened or hazardous areas to safer locations during disasters. It also describes the organization and responsibilities for conducting movement operations.

The objectives of managing emergency movement operations will be to:

- Expedite the movement of people from hazardous areas.
- Control evacuation traffic.
- Provide adequate means of transportation for disabled, elderly and people without vehicles.
- Begin access control measures to prevent unauthorized people from entering vacated, or partially vacated areas.
- Oversee procurement, allocation and use of necessary transportation and law enforcement resources. Mutual aid or other agreements may be needed.

#### H.2 SPECIFIC TERMS

##### Traffic Control Points (TCP)

Places along traffic routes that are staffed by emergency personnel to direct and control the flow of traffic.

Please review the Glossary in the Basic Plan, for definitions of general emergency management terms.

#### H.3 EMERGENCY ACTIONS

##### General

Movement activities will usually be associated with the periods and phases outlined in the Basic Plan, page 5. Detailed operational concepts and emergency response actions associated with the various phases are provided in the Annex H Operations Guide. Response actions specific to a radiological emergency are contained in the Annex R Operations Guide, Enclosures R-11-a and R-11-b.

## Site-Specific Evacuation Plans

Some site-specific evacuation plans have been developed for certain known hazards, such as dam failure. These plans are maintained in the County Office of Emergency Services. These plans describe the potential impact area(s) for known hazards, the number of people in the threatened area, and any special facilities affected. They also include identified traffic and access control points, evacuation routes, warning assignments, transportation requirements, evacuation assembly points and predesignated mass care facility locations. These plans will be used as guides for identifying the threatened areas and evacuating the affected population. Traffic Control Points from the Dam Failure Plan are included in the Annex H Operations Guide.

If a decision is made to evacuate, the public will be warned by designated mobile units, local radio and TV, and other means. Law enforcement and traffic control personnel will be dispatched to designated traffic and access control points. Transportation providers will be contacted to dispatch vehicles to designated evacuation assembly points. Mass care facilities will be activated.

## General Evacuation Procedures

An event may occur that requires an evacuation not covered by a site-specific evacuation plan. For such an event, it will be necessary to determine the area to be evacuated and the number of people involved, based on information obtained at the time of the incident. The best available means will be used to warn and instruct the public. Evacuations involving only a few people can usually be handled without elaborate measures by on-scene public safety personnel. Evacuations involving many people will require the determination and establishment of traffic and access control points, evacuation routes, and evacuation assembly points. Mass care facilities will be selected from those available, considering the number of people evacuated, safety of evacuation routes and distance from the hazard area.

If the area to be evacuated is large, it may be necessary to divide it into prioritized sub-areas to expedite movement. People closest to the hazard would usually be warned and evacuated first. The evacuation area would be expanded until all the threatened population is evacuated.

## H.4 ORGANIZATION AND RESPONSIBILITIES

### Orinda

The Police Chief is the Local Movement Coordinator and is responsible for population movement in Orinda. The Movement Coordinator will be responsible for managing the movement of people from hazardous or

threatened areas. The Movement Coordinator will be assisted by Law Enforcement and Transportation Coordinators.

Movement operations will be conducted through the cooperative efforts of law enforcement agencies, highway/road/street departments, and public and private transportation providers. Procurement, regulation and allocation of resources will be done by the Local or County Transportation Coordinator.

The size of the Local Movement Organization to be activated and the location from which movement operations will be directed must be based on the size and complexity of the evacuation effort.

Evacuations dealing with site-specific hazards may be conducted as a part of any established single or multiple Incident Emergency Management System organization. Larger evacuations that include wide areas of the county should be directed from the Contra Costa County EOC or from a 24-hour dispatch facility.

#### **Contra Costa County**

The Contra Costa County Sheriff, or designee, will function as the Movement Coordinator for the unincorporated area of the county. In large-scale evacuation operations, the County Law Enforcement Coordinator is responsible for traffic control operations throughout the county and will be assisted by the California Highway Patrol (CHP). The County Transportation Coordinator will be responsible for coordinating transportation resources and operations in the county. These Coordinators will function as the County Movement Operations Group. Requests for support, and other relevant information, will be submitted to the Mutual Aid Region Movement Operations Group.

#### **Mutual Aid Region**

If local resources are insufficient to meet movement needs within the county, the County Movement Coordinator may request mutual aid through the Regional Movement Coordinator at State OES Region II. A designated member of the California Highway Patrol will function as the Regional Movement Coordinator and will coordinate traffic control operations regionwide. The Movement Coordinator will be assisted by a representative of the State Department of Transportation (CalTrans) who will function as the Regional Transportation Coordinator. These Coordinators will constitute the Regional Movement Operations Group. They will refer requests for assistance from other regions, and other relevant information, to the State Movement Operations Group.

If a present or anticipated emergency is so great that it requires the resources of one or more counties, the Regional Movement Coordinator will be responsible for organizing and coordinating the dispatch of resources from within the region to the affected areas.



Details of the movement function at the state level can be found in the State Emergency Plan, Annex H.

## H.5 POLICIES AND PROCEDURES

General policies and procedures for movement operations in a disaster are provided below. A checklist of actions and specific information about disaster movement operations are contained in the **Annex H Operations Guide**. Special policies and procedures for radiological emergencies are provided in **Annex R, Radiological Protection, and the Annex R Operations Guide**.

### Warning the Public and Providing Movement Instructions

Once the decision to evacuate is made, the public will be alerted and given evacuation instructions by various means, including school alert/monitor receivers, AM/FM radio announcements, TV announcements, sirens, mobile loud speakers, hailers and personal contact. Whenever feasible, mobile units will be dispatched to the areas to be evacuated to warn the public. Special facilities will be given warning by telephone, radio, or direct contact by a mobile warning unit.

If an event has not occurred, but is imminent, warning and public information operations will take place under extreme time pressure. General and site-specific warning messages and EPI material prepared during the Pre-Emergency Period will be used to the extent possible to accelerate these operations. Movement information provided to the public will include the following (for a complete list of information to be provided to the public, see **Annex P, Emergency Public Information Priorities**):

- Why they must evacuate.
- Routes to take, including conditions of roads, bridges and freeway overpasses.
- What to do if vehicle breaks down.
- The locations of assembly points for those without access to automobiles.
- Where to go for mass care until the emergency has passed.

Close coordination must be established with the news media to assist in providing timely evacuation announcements to the public.

### Identifying the Area and Population to be Evacuated

Some site-specific plans, which identify areas at risk for the known hazards that could threaten the jurisdiction, are maintained in the County Office of Emergency Services. These plans will provide guidance for making decisions about the area to be evacuated. For areas not covered by specific plans, expert opinion and data gathered at the time of the threat will determine the hazard area. Sub-area data gathered during the Pre-Emergency Period will provide information on the number of people to be evacuated.

Throughout the Emergency Period, it will be necessary to continuously reevaluate the size and location of the danger area and, if necessary, advise the evacuation of additional areas.

### Identifying Evacuation Routes

The Movement Coordinator will select the best routes from the endangered area to mass care facilities, considering the size of the population to be moved, road capacity and the roads that could become impassable if the hazard event occurred.

For areas not covered by site-specific plans, the best evacuation routes must be selected at the time of the event. As the situation progresses, the Movement Coordinator will request regular updates from law enforcement and other field personnel on the condition of the road network and will adjust the selection of evacuation routes accordingly. Changes in evacuation routes will be communicated to traffic control personnel, transportation resource coordinators, access control personnel, Reception and Care Center Directors and Public Information Officers.

### Evacuating Special Facilities

Facilities which are expected to require special plans and resources to carry out evacuations include hospitals, prisons, nursing homes and institutions for the handicapped or disabled. All facilities of this type within the area to be evacuated will be warned of the emergency. Site-specific plans will identify the names, addresses, phone numbers and contact people for all of these facilities located in predetermined hazard areas.

Some special facilities may have evacuation plans that include provisions for procuring necessary transportation resources. Facilities without transportation resources will be told to request assistance from the Transportation Coordinator.

### Providing Transportation Assistance

Some people will not have access to a motor vehicle, including households without motor vehicles, people who commute to work by public transit, or

people who are left at home without an automobile while others are away. Some people with disabilities, infirmities or illnesses may require special transportation assistance. The number of people requiring transportation assistance will vary from area to area and by time of day and day of week. Buses, vans, ambulances and other transport vehicles will be requested from transportation providers. Initial requests will be based on estimates of the number of people requiring assistance. Units will be dispatched to public assembly points, special facilities or designated pickup points. The public will be told where to go to obtain transportation. A telephone number will be provided for people who require special assistance.

Evacuation assembly points, where people requiring transportation will go to be picked up, will be selected with consideration given to walking distance, accessibility for buses, and safety of evacuees. The assembly points will usually be schools, public buildings or other readily identifiable points.

### Controlling Traffic

Traffic control points will be established at key intersections and at access points to primary evacuation routes as needed to expedite the flow of traffic. It may be necessary to control traffic on routes outside the hazard area to minimize conflicts with evacuation traffic.

For areas covered by site-specific plans, predesignated Traffic Control Points (TCPs) will be used, with adjustments being made during the emergency, as necessary. For other areas, TCPs will be selected at the time of the emergency, considering the amount of evacuation traffic expected and the configuration of the road network. Communications will be maintained with traffic control personnel to monitor the progress of the evacuation, coordinate traffic controls, and implement any changes in evacuation strategy that may be required.

### Controlling Access to Hazard Area

As an area is being evacuated, access controls must be established. Controlling reentry both protects the public from exposure and injuries and protects unattended property within the vacated area.

Security of the vacated area will be obtained by establishing manned Access Control Posts and barricades at key locations around the perimeter. Any unmanned barricades will be patrolled periodically. Special entry passes will be issued at the staffed control posts according to established policies. Policies and procedures for access control are provided in Enclosure C-4 to the Annex C Operations Guide, Movement Control.

Annex H

OPERATIONS GUIDE

MOVEMENT COORDINATOR

This Operations Guide contains checklists and functional information which will assist the Movement Coordinator in planning and executing movement operations. Contents of this guide are listed below.

<u>ENCLOSURE</u>	<u>TITLE</u>
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H-1	Movement Coordinator Emergency Action Checklist
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Enclosure H-1

MOVEMENT COORDINATOR

EMERGENCY ACTION CHECKLIST

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
<u>PREPAREDNESS PHASE</u>		
_____	_____	Prepare plans and SOPs outlining Movement procedures, priorities and techniques.
_____	_____	Prepare site specific movement plans for identified potentially hazardous areas.
_____	_____	Gather data that will be useful during movement operations. Such information will be on population, special facilities, and populations that require special assistance.
<u>EMERGENCY PERIOD/IMMEDIATE IMPACT PHASE</u>		
MOST OF THE ACTIONS LISTED BELOW ARE IMPLEMENTED AFTER AN EVACUATION IS ORDERED		
_____	_____	Work with Situation Analysis to determine the area that will require evacuation.
_____	_____	Based on Situation Analysis information, estimate the number of people in the evacuation area.
_____	_____	Work with Situation Analysis to estimate number of people needing transportation assistance.
_____	_____	Survey status of primary evacuation routes; identify alternate routes where necessary.
_____	_____	Establish traffic control points.
_____	_____	Establish evacuation assembly points.
_____	_____	Coordinate the dispatch of units to alert people in areas to be evacuated. This will require law enforcement and fire and rescue personnel.
_____	_____	Work with the Public Information Officer to notify radio and TV stations to broadcast evacuation instructions.



<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
_____	_____	Work with the Transportation Coordinator to obtain transportation for the elderly, disabled and others requiring assistance.
_____	_____	Coordinate with the Transportation Coordinator to dispatch buses to designated assembly points.
_____	_____	Coordinate with law enforcement agencies to dispatch units to traffic and access control points.
_____	_____	Coordinate with law enforcement agencies to provide crowd control at assembly points.
_____	_____	Coordinate with the Transportation Coordinator to place tow trucks on standby to assist disabled vehicles on evacuation routes.
_____	_____	Monitor status of warning and evacuation processes.
<u>EMERGENCY PERIOD/IMMEDIATE IMPACT PHASE</u>		
_____	_____	Coordinate with Care and Shelter for the opening of Reception Centers.
_____	_____	Monitor traffic flow on evacuation routes.
_____	_____	Coordinate with law enforcement agencies to establish security patrols and access control procedures.
_____	_____	Coordinate with Logistics to obtain barricades and signs.
<u>FLOODING/DAM FAILURE OCCURS</u>		
_____	_____	Notify all units in and near inundation area of flood wave arrival time and direct all units to move to higher ground immediately.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
		<u>RECOVERY</u>

_____	_____	Prepare a report on Movement activities during the disaster and submit to Finance Director.
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_____	_____	Participate in postemergency debriefing and critique sessions.
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_____	_____	Complete all activity documentation and submit to Finance Director.
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## Annex I

### SEARCH AND RESCUE OPERATIONS

#### I.1 OBJECTIVES

This annex describes the concepts and policies used in locating trapped, injured, and lost people, and extricating trapped people from structures. The fire and law enforcement disciplines bear responsibility for rescue operations, and they commonly interact during emergency response. This annex addresses search and heavy rescue operations. Light rescue is primarily performed by local fire districts/agencies in carrying out their duties in fire and rescue operations (see **Annex B, Fire and Rescue**).

The objectives of search and rescue operations will be to:

- Locate endangered, trapped, disabled, or lost people.
- Extricate trapped and injured people.
- Perform initial triage of injured people.
- Administer first aid.
- Remove people to safety.
- Transport injured to casualty collection points or medical care facilities.
- Remove dead as incidental to rescue efforts.
- Tag injured and dead.
- Mark premises that have been searched.

#### I.2 SPECIFIC TERMS

##### **Light Search and Rescue**

Activities ranging from finding lost or injured persons to extricating victims of accidents, downed aircraft, and industrial accidents. The focus of light search and rescue is usually on a single site, where the surrounding area is not damaged.

##### **Heavy Rescue**

Rescue requiring heavy lifting, prying or cutting, and/or consisting of several tasks that require the involvement of two or more teams working together.



### Rescue Group

Two or more rescue teams responding as one group under the supervision of a designated group leader.

### Rescue Team

A group of people organized to work as a unit with one person designated as team leader.

### Search

Systematic investigation of an area or premises to locate persons entrapped, injured, immobilized or missing.

### Search Dog Team

A skilled handler with one or more dogs trained to find entrapped persons.

### Urban Rescue

The complex process in which trained personnel use specialized equipment to locate and extricate victims trapped in collapsed buildings, and the mobilization and management of such personnel and equipment.

Please review the Glossary in the Basic Plan, for definitions of general emergency management terms.

## I.3 EMERGENCY ACTIONS

Search and rescue activities will usually be associated with the periods and phases outlined in the Basic Plan, page 5. Detailed operational concepts and emergency response actions associated with the various phases are provided in the Annex I Operations Guide.

## I.4 ORGANIZATION AND RESPONSIBILITIES

### Orinda

The Orinda Fire District is charged with Incident Command responsibilities associated with rescue operations. However, the fire district will rely upon local police and public works departments for personnel and equipment to effectively complete heavy rescue operations.

Within Orinda, the fire district is also charged with pre-event organization and operations planning, as well as with recruiting and training volunteers for search and rescue operations, and developing and maintaining lists of rescue resources.

In its roles as incident commander, the fire district will:

- Designate and operate staging areas for rescue resources and personnel.

- Deploy available rescue resources.
- Mobilize local mutual aid.
- Request mutual aid through appropriate channels.
- Schedule additional rescue forces to relieve initial crews after the first 24-hour period.

Local law enforcement agencies are primarily responsible for carrying out search operations, and should coordinate with the local fire district in both pre-event planning and response to disasters.

### Contra Costa County

The County Fire and Rescue and Law Enforcement Coordinators are jointly responsible for county rescue operations. During a disaster they will:

- Activate the County Fire and Rescue and Search and Rescue Mutual Aid Plans.
- Provide the rescue staff at the county emergency operating center.
- Develop resource allocation criteria, with input and consensus approval of Local Fire and Law Enforcement Coordinators.
- Mobilize mutual aid resources within the county.

If they deem it necessary, the Fire and Rescue and Law Enforcement Coordinators will appoint a Search and Rescue Coordinator during an incident to carry out these duties.

### Mutual Aid Region

If local search and rescue resources are insufficient to meet search and rescue needs within the county, the County Fire and Rescue or Law Enforcement Coordinator may request mutual aid through the Regional Fire and Rescue and Law Enforcement Coordinators at State OES Region II. If the Regional Coordinators are unable to provide resources from within the region, they will request state assistance.

Details of the rescue function at the state level can be found in the State Emergency Plan, Annex I.

## I.5 POLICIES AND PROCEDURES

General policies and procedures for search and rescue operations in a disaster are provided below. A checklist of actions and specific information about

disaster search and rescue operations are contained in the Annex I Operations Guide. Special policies and procedures for radiological emergencies are provided in Annex R, Radiological Protection, and the Annex R Operations Guide.

- Law enforcement agencies are primarily responsible for search operations. They should work closely with their local fire district/agency to coordinate search and rescue operations, and to do pre-event planning.
- Rescue operations may require personnel and equipment from fire, law enforcement and public works agencies, and from the private sector.
- The official responsible for rescue operations in each jurisdiction will determine the boundaries of each separate rescue incident. Liaison officers will be appointed for each discipline supplying resources to a particular incident. The team leader designated by the providing agency is responsible for supervising rescue team members.
- For efficiency of the rescue function, and to make maximum use of personnel and resources, an Incident Command System (ICS) will be established at each incident site. Fire will be the lead discipline in the ICS and will fill the role of Incident Commander.
- Coordination of rescue operations with Coroner and Disaster Medical Operations will be required at each level of operation, direction and control.
- Mutual aid resources will be mobilized through established fire, law enforcement and interagency channels and distributed using multi-agency coordinator system procedures. Resources mobilized through mutual aid channels will be returned to the county or regional mobilization center when no longer needed.

Annex I

OPERATIONS GUIDE

SEARCH AND RESCUE COORDINATOR

<u>ENCLOSURE</u>	<u>TITLE</u>
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I-1	Search and Rescue Coordinator Emergency Action Checklist
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Enclosure I-1

SEARCH AND RESCUE COORDINATOR

EMERGENCY ACTION CHECKLIST

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
		<u>PREPAREDNESS PHASE</u>
_____	_____	Prepare plans and SOPs outlining procedures, priorities and techniques for: <ul style="list-style-type: none"><li>● Mobilizing search and rescue personnel;</li><li>● Mobilizing local mutual aid resources;</li><li>● Deploying available search and rescue resources;</li><li>● Managing spontaneous on-scene volunteers;</li><li>● Coordinating with Emergency Medical and Coroner services;</li><li>● Carrying out systematic search operations;</li><li>● Locating and setting up sites for Mutual Aid Mobilization Centers;</li><li>● Coordinating support operations for Mutual Aid Mobilization Centers;</li><li>● Coordinating the various on-scene agencies and departments; and</li><li>● Maintaining adequate time and cost records by field personnel.</li></ul>
_____	_____	Develop and maintain a list of search and rescue resources including dog teams and specialized search and rescue equipment.
_____	_____	Assist with developing search and rescue training for other departments/agencies.



<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
<u>EMERGENCY PERIOD/PreIMPACT PHASE</u>		
_____	_____	Begin EOC Activity Log.
_____	_____	Place search and rescue personnel on standby.
_____	_____	Review disaster plans and SOPs with staff.
_____	_____	Establish communications net and reporting procedures.
_____	_____	Determine additional personnel requirements.
_____	_____	Call in reserves.
_____	_____	Establish resource assembly points.
<u>EMERGENCY PERIOD/IMMEDIATE IMPACT PHASE</u>		
_____	_____	If not already done, begin EOC Activity Log.
_____	_____	Obtain a briefing from Situation Analysis on the overall situation.
_____	_____	If it appears necessary, request that the Personnel Coordinator begin recruiting search and rescue volunteers.
_____	_____	Check with EOC Recovery staff on data that needs to be collected and maintained.
_____	_____	Mobilize rescue teams as needed.
_____	_____	Dispatch teams to search affected areas for trapped people, as requested and available.
_____	_____	Coordinate with the Construction and Engineering Coordinator to provide assistance in the removal of people trapped in damaged and/or unstable structures.
_____	_____	Monitor rescue resources team's activities.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
_____	_____	Request additional personnel, equipment and material to support search and rescue operations through Logistics. Resource requests should include: * Reason for the request; * Date/time needed; * Specifics, including the number and type of resources needed, and the name of the individual to whom they are being sent; and * Destination of resources.
_____	_____	Coordinate with Medical/Health and Coroner Coordinators for the care of injured and collection of fatalities at rescue sites.
_____	_____	Request assistance from the OES Fire and Rescue Mutual Aid Coordinator, as required.
_____	_____	Assign mutual aid resources arriving from other jurisdictions.
<u>RECOVERY</u>		
_____	_____	Prepare a report on Search and Rescue activities during the disaster and submit to Finance Director.
_____	_____	Participate in postemergency debriefing and critique sessions.
_____	_____	Complete all activity documentation and submit to Finance Director.





## Annex J

### CONSTRUCTION AND ENGINEERING OPERATIONS

#### J.1 OBJECTIVES

This annex describes the concepts and policies used for providing construction and engineering services in a disaster.

The objectives of construction and engineering operations will be to:

- Assess post-event usability of facilities and structures.
- Repair and/or restore essential streets, roads, highways and related bridges, overpasses, underpasses and tunnels.
- Conduct emergency debris clearance and route recovery operations.
- Support damage assessment activities.
- Conduct flood fighting operations.
- Coordinate fallout shelter development in radiological emergencies.
- Coordinate provision of water, gas and electricity to support or sustain disaster victims and workers in affected areas.

#### J.2 SPECIFIC TERMS

No special terms exist in this material. Please review the Glossary in the Basic Plan for definitions of general emergency management terms.

#### J.3 EMERGENCY ACTIONS

Construction and engineering activities will usually be associated with the periods and phases outlined in the Basic Plan, page 5. Detailed operational concepts and emergency response actions associated with the various phases are provided in the Annex J Operations Guide. Response actions specific to a radiological emergency are contained in the Annex R Operations Guide, Enclosure R-12-a, b, c, and d.



## J.4 ORGANIZATION AND RESPONSIBILITIES

### Orinda

The Director of Public Works or designee is responsible for Construction and Engineering Operations in Orinda. He/she is also a member of the Emergency Management Organization and will:

- Coordinate construction and engineering operations in Orinda.
- Work with the other Emergency Management Staff to fill their needs for Public Works and engineering support.
- Determine and pass on requirements for engineering mutual aid to the County Construction and Engineering Coordinator.

### Contra Costa County

The Director of the Contra Costa County Public Works Department or his designee will be the County Construction and Engineering Coordinator.

The County Construction and Engineering Coordinator will:

- Coordinate construction and engineering operations within the county's jurisdiction.
- Coordinate allocation of county construction and engineering resources (construction equipment, materials, etc.) required for emergency debris clearance, route recovery and flood fighting operations.
- Coordinate with the liaisons from East Bay MUD, Contra Costa Water, CalTrans, and PG&E as necessary to carry out construction and engineering duties.
- Provide relevant information and submit all requests for support to the Mutual Aid Region Construction and Engineering Coordinator.

The County Construction and Engineering Coordinator will be supported by and work with the staff of the County Engineering Operations Center.

### Mutual Aid Region

If local resources are insufficient to meet construction and engineering needs within the county, the County Construction and Engineering Coordinator may request mutual aid through the Regional Construction and Engineering Coordinator at State OES Region II. The Regional Coordinator will coordinate construction and engineering operations within the region, provide relevant information and submit all requests for support to the State Construction and Engineering Coordinator.

Details of the construction and engineering function at the state level can be found in the State Emergency Plan, Annex J.

#### J.5 POLICIES AND PROCEDURES

General policies and procedures for construction and engineering operations in a disaster are provided below. A checklist of actions and specific information about disaster construction and engineering operations are contained in the **Annex J Operations Guide**. Special policies and procedures for radiological emergencies are provided in **Annex R, Radiological Protection, and the Annex R Operations Guide**.

- The post-event inspection of facilities and structures will be conducted as described in the **Safety Assessment Plan for Volunteer Engineers** and the **Damage Assessment Plan for California Building Officials**. Priority should be given to assessment necessary to support emergency operations.
- Units dispatched from Orinda Public Works will survey damage to freeways, roads and streets in their vicinity, and report information to the Emergency Operations Center.

Priorities will be given to:

- \* A quick assessment of damage to highways, roads and streets, and immediate access/egress needs.
- \* The identification, establishment and operation of alternate routes.
- \* The reestablishment of service on essential highways, roads and streets.
- \* Facilitating the earliest possible recovery.

Annex J

OPERATIONS GUIDE

ENGINEERING COORDINATOR

<u>ENCLOSURE</u>	<u>TITLE</u>
J-1	Engineering Coordinator Emergency Action Checklist
J-2	Information Briefing Format

Enclosure J-1

ENGINEERING COORDINATOR

EMERGENCY ACTION CHECKLIST

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
<u>PREPAREDNESS PHASE</u>		
_____	_____	Prepare plans and SOPs outlining maintenance procedures, priorities and techniques for: <ul style="list-style-type: none"><li>• Mobilizing maintenance personnel;</li><li>• Assessing usability of facilities and structures;</li><li>• Conducting emergency debris clearance;</li><li>• Route recovery operations;</li><li>• Flood fighting operations;</li><li>• Fallout shelter development;</li><li>• Coordinating provision of water, gas and electricity;</li><li>• Supporting damage assessment activities; and</li><li>• Maintaining necessary time and cost records for federal and state reimbursement.</li></ul>

EMERGENCY PERIOD/PreIMPACT PHASE

_____	_____	Retrieve EOC supplies from Room 12.
_____	_____	Begin EOC Activity Log.
_____	_____	Place maintenance personnel on standby status.
_____	_____	Estimate required materials and procure needed supplies.
_____	_____	Review disaster plans and SOPs with staff.
_____	_____	Periodically brief the emergency services director using the briefing format in enclosure J-2

FLOODING

_____	_____	Work with Planning Department to determine areas subject to flooding and the condition of flood control facilities.
_____	_____	Direct activities to mitigate anticipated flooding.
_____	_____	Coordinate sandbagging and levee reinforcement activities at flood control facilities.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
_____	_____	Ensure that crews have cleared debris from drainage facilities that could be affected.
<u>EMERGENCY PERIOD/IMMEDIATE IMPACT PHASE</u>		
_____	_____	If not already done, begin EOC Activity Log.
_____	_____	Determine priorities for maintenance activities.
_____	_____	Obtain reports from field units on the damage to roads.
_____	_____	Request information on maintenance yard facilities to determine the extent of damage and ability to operate.
_____	_____	Establish and maintain contact with utilities to coordinate the shutdown of broken facilities, removal of downed lines hindering transportation and repair of essential utilities within roadway, according to established procedures and the priorities dictated by the particular disaster.
_____	_____	Request additional personnel, equipment and material to support department emergency operations through Logistics. Resource requests should include: <ul style="list-style-type: none"> <li>* Reason for the request;</li> <li>* Date/time needed;</li> <li>* Specifics, including the number and type of resources needed, and the name of the individual to whom they are being sent; and</li> <li>* Destination of resources.</li> </ul>
_____	_____	Coordinate the designation and staffing of MultiPurpose Staging Areas. Coordinate with Logistics.
_____	_____	Provide information concerning status of city roads and drainage facilities to Emergency Public Information Officer.



<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
<u>EMERGENCY PERIOD/IMMEDIATE IMPACT PHASE</u>		
_____	_____	As necessary, request assistance from the Construction and Engineering Coordinator at County EOC.
_____	_____	If needed, request activation of PLAN BULLDOZER by the Construction and Engineering Coordinator at State OES Region II.
<u>RECOVERY</u>		
_____	_____	Prepare a report on maintenance activities during the disaster and submit to Finance Director.
_____	_____	Participate in postemergency debriefing and critique sessions.
_____	_____	Complete all activity documentation and submit to Finance Director.

SHELTER STATUS: (as checked for damage)

SHELTERS CHECKED FOR DAMAGE \_\_\_\_\_

\_\_\_\_\_

STATUS \_\_\_\_\_

OTHER \_\_\_\_\_





## Annex K

### LOGISTICS OPERATIONS

#### K.1 OBJECTIVES

This annex describes the concepts and policies for providing and coordinating the provision of services, equipment and supplies to support emergency operations.

The objectives of supply and procurement operations will be to:

- Procure and allocate resources to support emergency operations.
- Oversee distribution of supplies and equipment.
- Obtain supplies for mass care facilities, multipurpose staging areas, and medical facilities.
- Establish control over resources during a State of War Emergency and during peacetime emergencies.
- Ensure that purchases, contracts and accounting procedures are completed according to city, state and federal regulations and guidelines.
- Maintain complete and accurate records of resource requests and acquisitions.

#### K.2 SPECIFIC TERMS

##### Multi-Purpose Staging Area (MSA)

A predesignated location, such as a fairgrounds, that has large parking areas and shelter for equipment and operators, which provides a base for coordinated localized emergency operations, a rally point for mutual aid coming into an area, and a site for post-disaster population support and recovery activities.

##### Resource

Any service, equipment, supply or personnel required to carry out or support emergency operations.

##### Staging Area

Similar to a multi-purpose staging area, these terms are often used interchangeably. A staging area, however, is usually small, set up at a single incident site, and is generally used only for incoming resources, personnel and other mutual aid.

Please review the Glossary in the Basic Plan for definitions of general emergency management terms.



### K.3 EMERGENCY ACTIONS

Supply and procurement activities will usually be associated with the periods and phases outlined in the **Basic Plan, page 5**. Detailed operational concepts and emergency response actions associated with the various phases are provided in the **Annex K Operations Guide**. Response actions specific to a radiological emergency are contained in the **Annex R Operations Guide, Enclosure R-13-a, b, and c**.

### K.4 ORGANIZATION AND RESPONSIBILITIES

#### Orinda

The Director of Finance is responsible for Supply and Procurement Operations in Orinda. The Logistics Staff will use locally prescribed procurement, contracting and claims procedures in completing the documentation required for reimbursement of expenses from the state and federal governments.

The Local Supply and Procurement Coordinator will:

- Procure and allocate resources within Orinda.
- Maintain complete and accurate records of resource transactions.
- Request support and/or mutual aid from the Contra Costa County Resources Coordinator.

#### Contra Costa County

Contra Costa County has several positions within its Resources Operations Group whose job it is to carry out the Supply and Procurement function in the County Emergency Operating Center. These positions and their attendant duties are:

##### Resources Coordinator

- Manage and coordinate countywide resources and support operations.
- Oversee the staff of the County Resources Operations Group, which includes Supply and Procurement Operations, Transportation Operations, Personnel and Volunteers Operations and Documentation.
- Submit all support requests to the Mutual Aid Region Resource Coordinator.

#### Situation Room Liaison

- Provide communications between the County Situation Room and the County Resources Room.
- Communicate resource priorities and other situation information to the Resources Coordinator.

#### Supply/Procurement Coordinator

- Coordinate the procurement and allocation of essential supplies, equipment and services.

#### Documentation Manager

- Maintain logs of resources requested and resources available and their disposition.
- Collect completed resource requests and maintains files of documentation.
- Coordinate posting of information on resources status boards.
- Give direction to Documentation Support staff.

#### Documentation Support

- Answer Resources Room telephones.
- Route calls and messages within the Resources Room.
- Post status boards.
- Fill out Resource Request forms and Resources Available forms.
- Assist Documentation Manager as required.

#### Operations Center Resources Liaison

Contra Costa County has four operations centers that are separate from the County's Emergency Operating Center. These are the Medical Operations Center, the Engineering Operations Center, the Fire Operations Center and the Sheriff's Operations Center. In each of these Operations Centers a person is designated as the Operations Center Resource Liaison. This person is responsible for communicating resources information and requests to the County Resources Operations Group at the County EOC.

The people who fill these positions are drawn from many different county departments including the County Administrator's Office, the Auditor-Controller, General Services and Public Works. The County Administrator's Office has primary responsibility for ensuring that the pre-event planning and training required to carry out the Supply and Procurement function is done.

The listed Supply and Procurement staff are located in the Resources Room in the County Emergency Operating Center. They are joined in that room by the Personnel/Volunteer Coordinator (see Annex V), the Transportation Coordinator and liaisons (see Annex T), and utilities liaisons (see Annex U), who may assist them in carrying out their function.

## Mutual Aid Region

If local resources, public and private, are inadequate to fill the county's needs, requests for support will be forwarded to the Regional Resource Coordinator at State OES Region II. If the needs cannot be met through available mutual aid resources within the region, the region will request assistance from the State Operating Center (SOC) in Sacramento, which will forward the request to the appropriate state or federal agency for final action.

Details of the supply and procurement function at the state level can be found in the State Emergency Plan, Annex K.

### K.5 POLICIES AND PROCEDURES

General policies and procedures for supply and procurement operations in a disaster are provided below. A checklist of actions and specific information about disaster supply and procurement operations are contained in the Annex K Operations Guide. Special policies and procedures for radiological emergencies are provided in Annex R, Radiological Protection, and the Annex R Operations Guide.

- Priorities for the provision of resources will be set by the function coordinators in the EOC. The Logistics Coordinator will be kept informed of changing priorities, and will ensure that resources are allocated according to those priorities.
- Whenever possible, staging areas will be used for the receipt and distribution of resources, rather than delivering all resources directly to an incident site.
- The Logistics Coordinator will work with the Construction and Engineering, Fire and Rescue and Law Enforcement Coordinators to manage the set-up and use of staging areas for incoming mutual aid and other resources.
- Mutual aid resources must be tracked in the same manner as resources purchased from private vendors in order to allow mutual aid resources to be returned to their owner after the disaster.

Annex K

OPERATIONS GUIDE

LOGISTICS COORDINATOR

<u>ENCLOSURE</u>	<u>TITLE</u>
K-1	Logistics Coordinator Emergency Action Checklist
K-2	Logistic Reports for the Emergency Service Director
K-3	Volunteer Supplies

Enclosure K-1

LOGISTICS COORDINATOR

EMERGENCY ACTION CHECKLIST

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
<u>PREPAREDNESS PHASE</u>		
_____	_____	Prepare plans and SOPs outlining Logistics procedures, priorities and techniques.
_____	_____	Ensure that the Resource Manual is updated yearly.
<u>EMERGENCY PHASE</u>		
_____	_____	Retrieve the Resources Crash Box and charts stored in Room 12.
_____	_____	Upon arrival at EOC, determine Department Heads present. Confirm Resource staff present; begin calling Resources staff not present. List of names and phone numbers is in the EOC supply box.
_____	_____	Assign jobs in accordance with the staffing guide contained in the supply box.
_____	_____	Post status of resources, including Mutual Aid, available using the format (Resources Status Report) found in enclosure 2.
_____	_____	Check with Operations, Plans, Care and Shelter, and others present in the EOC to determine current and anticipated resource requirements.
_____	_____	Establish communications with the Contra Costa County Resources Group. Phone numbers are 646-4461. If phones don't work, try radio through the RACES radio operator in the EOC.
_____	_____	Status and procure necessary supplies found in the Resources Manual. For Example: <ul style="list-style-type: none"><li>• Transportation and drivers</li><li>• First aid supplies</li><li>• Fuel</li></ul>



- Food and water
- Earthmoving and heavy rescue equipment
- Portable sewage pumps and generators
- Coroner's supplies
- Barricades, traffic control and public works supplies

\_\_\_\_\_ Determine through the resident resource listing the availability of equipment and skills. Status with the Volunteer Coordinator.

\_\_\_\_\_ Use the list found at **enclosure 3** as a guide for supplies and equipment for volunteer workers. Check with the volunteer coordinator to determine exact requirements.

\_\_\_\_\_ Check with Situation Status to determine if the staging areas have sustained damage and/or remain as viable staging areas. If staging areas consist of buildings ask Damage Assessment to check them. Ensure ingress/egress routes are clear. Ensure staging areas are away from potentially dangerous areas.

\_\_\_\_\_ Relocate chemical toilets from the maintenance yards and sports field to other locations as required. Inventory of chemicle toilets is in resource manual.

\_\_\_\_\_ Be prepared to assist the Coroner by providing temporary morgues and transportation of deceased.

\_\_\_\_\_ As the emergency operations progress, check with each EOC Section Chief to determine resource requirements. Sometimes they forget you are there.

#### RECOVERY

\_\_\_\_\_ Collect all reports and documentation from the other departments and prepare required claims and documentation as outlined in Annex Q.

ENCLOSURE 2

LOGISTICS/FINANCE STATUS REPORT FOR THE CITY MANAGER

1. RESOURCES STATUS:

RESOURCES AVAILABLE

<u>TYPE</u>	<u>QUANTITY</u>	<u>LOCATION</u>	<u>MODEL/ CAPACITY</u>	<u>STATUS</u>	<u>REMARKS</u>
-------------	-----------------	-----------------	----------------------------	---------------	----------------

RESOURCES REQUESTED

<u>TYPE</u>	<u>QUANTITY</u>	<u>REQUESTOR/ LOCATION</u>	<u>PURPOSE</u>	<u>STATUS</u>	<u>REMARKS</u>
-------------	-----------------	--------------------------------	----------------	---------------	----------------

MUTUAL AID REQUESTS

<u>TYPE</u>	<u>QUANTITY</u>	<u>REPORT TO: NAME/LOCATION</u>	<u>PURPOSE</u>	<u>STATUS</u>	<u>REMARKS</u>
-------------	-----------------	-------------------------------------	----------------	---------------	----------------

STAGING AREAS

<u>LOCATION</u>	<u>FUNCTION</u>
-----------------	-----------------

OTHER COMMENTS \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

ENCLOSURE 3

EXTERNAL SUPPLIES/EQUIPMENT

PRY BARS

LEATHER GLOVES

ROPE

POLICE TAPE (OFF LIMITS)

BULL HORNS

PORTABLE RADIOS

FIRST AID KITS

TRANSPORTION (EQUIPMENT AND PERSONNEL)

LADDERS

HARD HATS

FACE MASKS

LITTERS

TOOLS: PICKS, SHOVELS, WHEELBARROWS









## Annex L

### LEGAL OPERATIONS

#### L.1 OBJECTIVES

This annex provides an overview of the legal aspects of emergency management, references applicable federal, state and city laws and ordinances and discusses legal procedures during the phases of emergency management. The Annex L Operations Guide lists laws and ordinances which are most frequently used by emergency managers. The checklist in the Annex L Operations Guide provides the Legal Advisor with a logical approach to the legal aspects of emergency management.

The objective of this annex is to outline the legal authority for the development and maintenance of an emergency management program and organization, and to define the emergency powers, authorities, and responsibilities of the Director of Emergency Services and the Emergency Program Manager.

#### L.2 SPECIFIC TERMS

##### Emergency Organization

Civil government augmented or reinforced during an emergency by elements of the private sector, auxiliaries, volunteers and persons impressed into service.

##### Local Emergency

The duly proclaimed existence of conditions of disaster or of extreme peril to the safety of persons and property within the territorial limits of a county, city and county, or city. These can be caused by conditions such as air pollution, fire, flood, storm, epidemic, riot, drought, earthquake or other conditions. A local emergency does not include conditions resulting from a labor controversy. Local Emergency conditions are or are likely to be beyond the control of the services, personnel, equipment and facilities of a county or city and may require their combined forces to combat.

##### State of Emergency

The duly proclaimed existence of conditions of extreme peril to the safety of persons and property within the state. These can be caused by conditions such as air pollution, fire, flood, storm, epidemic, riot, drought, earthquake or other conditions. A state of emergency does not include conditions resulting from a labor controversy, or conditions causing a "STATE OF WAR EMERGENCY." State of emergency conditions, by reason of their magnitude, are or are likely to be beyond the control of the services, personnel, equipment and facilities of any single county, city and county, and require the combined force of a mutual aid region or regions to combat.

### State of War Emergency

The condition which exists immediately, with or without a proclamation by the Governor, whenever the state or nation is directly attacked by an enemy of the United States, or upon the receipt by the state of a warning from the federal government that an enemy attack is probable or imminent.

Please review the Glossary in the Basic Plan for definitions of general emergency management terms.

### L.3 EMERGENCY ACTIONS

Advising the Emergency Services Director on the legal aspects of emergency management is a continuous process. While the phases of emergency management as described in the Basic Plan, page 5 can be applied to this annex, the Legal Advisor should ensure that the city's emergency management organization and procedures conform to applicable federal, state and city laws and ordinances. Establishing this legal framework in which to operate can only be accomplished prior to the declaration of an emergency. Specific activities and procedures for carrying out this mission can be found in the Annex L Operations Guide.

### L.4 ORGANIZATION AND RESPONSIBILITIES

#### Orinda

Orinda has established legal authority for development and maintenance of an emergency management program by passing Ordinance Number 90-7. This ordinance defines emergency powers, authorities, and responsibilities under the emergency management program. Providing emergency services is a legal requirement of city government and should be considered in all aspects of city planning.

#### Contra Costa County

County responsibilities are similar to those defined above for the cities. The county is responsible for emergency management planning for the unincorporated areas and in some cases serves as an intermediary and coordinator between the cities and state emergency management organizations. Some cities contract with the county for emergency planning services.

#### Mutual Aid Region

The Governor's Office of Emergency Services functions as the immediate staff and coordinating organization for the state in carrying out its' responsibilities under the Emergency Services Act and other applicable

federal statutes.

## L.5 POLICIES AND PROCEDURES

General policies and procedures for legal operations in a disaster are provided below. A checklist of actions and specific information about disaster legal operations are contained in the **Annex L Operations Guide**. Special policies and procedures for radiological emergencies are provided in **Annex R, Radiological Protection**, and the **Annex R Operations Guide**.

- The Federal Civil Defense Act of 1950 with amendments and presidential decisions are the genesis of emergency management as we know it today. The Federal Emergency Management Agency (FEMA), originally known as Office of Civil Defense, administers the emergency management program for the Federal Government. Originally focused on attack preparedness, the Federal Government is now allowing states, counties and cities to plan for the management of natural and technological emergencies using federal funds provided that the effort is "consistent with, contributes to and does not detract from attack preparedness". Contra Costa County abides by these planning guidelines and receives, through the State Office of Emergency Services, some federal funding.
- The California Emergency Services Act (hereafter, "The Act"), and its amendments establishes the framework for emergency management for the state and all political subdivisions. The Act places on the state the responsibility to mitigate the effects of natural, manmade or war caused emergencies. It goes on to establish within the Governor's office an agency (State Office of Emergency Services) to implement the Act.
- The California State Emergency Plan, which is promulgated by the governor, is published in accordance with the Act and provides overall statewide authorities and responsibilities. It describes the functions and operations of government at all levels during extraordinary emergencies, including war. Section 8568 of the government code states that "the State Emergency Plan shall be in effect in each political subdivision of the State, and the governing body of each political subdivision shall take such action as may be necessary to carry out the provisions thereof." The **Contra Costa County Emergency Plan** is, therefore, considered to be an extension of the State Emergency Plan.
- In accordance with the Act and the State Emergency Plan, the Orinda City Council has passed ordinances and resolutions establishing an emergency management program and organization for the city. A list of these ordinances and resolutions are found in the **Annex L Operations Guide, Enclosure L-7**.
- Based on this legal authority, a **Local Emergency** may be proclaimed by the City Council or the City Manager, designee, or alternate, as specified by



the city's emergency ordinance. Proclamations will normally be made when there is an actual or threatened existence of conditions of disaster or extreme peril to the safety of persons and property within the territorial limits of the city caused by such conditions as air pollution, fire, flood, storm, epidemic, riot, or earthquake, or other conditions, including conditions resulting from war or imminent threat of war, but other than conditions resulting from a labor controversy. Sample proclamations are contained in the Annex L Operations Guide, Enclosures L-4-a to L-4-f.

- The proclamation of a Local Emergency provides legal authority to:
  - \* If necessary, request that the Governor proclaim a STATE OF EMERGENCY.
  - \* Promulgate orders and regulations necessary to provide for the protection of life and property, including orders or regulations imposing a curfew within designated boundaries.
  - \* Exercise full power to provide mutual aid to any affected area in accordance with local ordinances, resolutions, emergency plans or agreements.
  - \* Request that agencies provide mutual aid.
  - \* Require emergency services of any local official or employee.
  - \* Requisition necessary personnel and material of any department or agency.
  - \* Obtain vital supplies and equipment and, if required immediately, to commandeer the same for public use.
  - \* Impose penalties for violation of lawful orders.
  - \* Limit liability in conducting emergency operations.
- A STATE OF EMERGENCY may be proclaimed by the Governor when:
  - \* There exists conditions of disaster or of extreme peril to the safety of persons and property within the state caused by such conditions as air pollution, fire, flood, storm, epidemic, riot, or earthquake not including emergencies caused by labor controversies, and
  - \* He is requested to do so by local authorities, or
  - \* He finds that local authority is inadequate to cope with the emergency.



Whenever the Governor proclaims a STATE OF EMERGENCY:

- \* Mutual aid shall be rendered in accordance with approved emergency plans whenever the need arises for outside aid in any county, city and county, or city.
- \* The Governor shall, to the extent necessary, have the right to exercise within the designated area all police power vested in the state by the Constitution and the laws of the State of California.
- \* Counties and cities may command the aid of citizens as deemed necessary to cope with an emergency.
- \* The Governor may suspend the provisions of any regulatory statute, or statute prescribing the procedure for conducting state business, or the orders, rules, or regulations of any state agency.
- \* The Governor may commandeer or use any private property or personnel (other than media) in carrying out his responsibilities.
- \* The Governor may promulgate, issue and enforce orders and regulations as he deems necessary.

- STATE OF WAR EMERGENCY proclaimed by the Governor includes all provisions of a State of Emergency plus:

- \* All state agencies and political subdivisions are required to comply with the lawful orders and regulations of the Governor made or given within the limits of his authority as provided in the Emergency Services Act.

- Continuity of Government. Government at all levels is responsible for providing continuity of effective leadership, authority and adequate direction of emergency and recovery operations. The California Government Code and the State Constitution provide legal authority for the continuity and preservation of state and local government. The Annex L Operations Guide, Enclosure L-5 provides a list of the successors to each member of the Orinda City Council.



Annex L  
OPERATIONS GUIDE  
LEGAL ADVISOR

This Operations Guide contains checklists and functional information that will help the Legal Advisor provide sound legal advice to the Director of Emergency Services and other city departments coordinating emergency actions.

<u>ENCLOSURE</u>	<u>TITLE</u>
L-1	Staff and Location
L-2	Supporting Organizations and Responsibilities
L-3	Legal Advisor Emergency Action Checklist
L-4	Emergency Proclamations
L-4-a	Resolution proclaiming the existence of a Local Emergency by the Director of Emergency Services.
L-4-b	Resolution by the City Council ratifying the existence of a Local Emergency declared by the Director of Emergency Services.
L-4-c	Resolution requesting the State Director of Emergency Services concurrence in the Local Emergency.
L-4-d	Resolution requesting the Governor to proclaim a State of Emergency.
L-4-e	Resolution by the City Council extending the existence of a Local Emergency.
L-4-f	Resolution by the City Council terminating the existence of a Local Emergency.
L-5	Standby Officers for the City Council.
L-6	Alternates for the City Manager to serve as the Administrator of Emergency Services.
L-7	Orinda Emergency Ordinances and Resolutions

Enclosure L-1

STAFF AND LOCATION

The following personnel will staff the Legal Operations Function in the City EOC at 26 Orinda Way or alternate EOC as designated.\*

**Legal Advisor**

City Attorney

City Clerk (also is Liason for City Manager)

- \* The Legal Advisor should be present in the EOC during the early stages of a disaster. His/her presence may not be required full time as determined by the Director of Emergency Services. The Legal Advisor should be available by telephone or radio when not present in the EOC.

Enclosure L-2

SUPPORTING ORGANIZATIONS AND RESPONSIBILITIES

The City Attorney is responsible for ensuring that the missions outlined in Annex L are carried out. The following organizations may be available to provide support.

**City Clerk's Office**

Maintains ordinances and resolutions passed by the City Council.

**County Office of Emergency Services**

Stays abreast of state and federal emergency management laws.

Coordinates with county agencies and cities as appropriate.

**Police**

Enforces applicable laws and ordinances.

Enclosure L-3

LEGAL ADVISOR

EMERGENCY ACTION CHECKLIST

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
<u>PREPAREDNESS PHASE</u>		
_____	_____	Ensure legal authority exists which allows the Emergency Services Director to take appropriate actions during disasters and emergency situations. Refer to City Ordinance 90-7.
_____	_____	Review applicable state and federal laws. Compendium of state laws are contained in the State Emergency Plan found at the Police Department. Applicable federal statutes are also maintained by County OES.
_____	_____	Be prepared to complete emergency declarations. Sample declarations are contained in Enclosures L4-a through L4-f of this Operations Guide.



\_\_\_\_\_      \_\_\_\_\_      Ensure predesignated lines of succession for the Director of Emergency Services and the City Council are up to date. Review annually.

\_\_\_\_\_      \_\_\_\_\_      Review and ensure EOC supplies and equipment are adequate to support the legal staff during an emergency.

EMERGENCY PERIOD/IMMEDIATE IMPACT PHASE

\_\_\_\_\_      \_\_\_\_\_      Advise the Director of Emergency Services of the legal requirements for the Declaration of a Local Emergency.

\_\_\_\_\_      \_\_\_\_\_      Advise the Director of Emergency Services of the requirement to consult with and have the City Council ratify a previously declared local emergency within 7 days. Ensure declarations are reviewed every 14 days.

\_\_\_\_\_      \_\_\_\_\_      Advise the Emergency Services Director that a Declaration of a Local Emergency must be made within 10 days of the disaster event to qualify for aid under the Natural Disaster Assistance Act.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
_____	_____	Advise the Director of Emergency Services of any proposed ordinances or resolutions to be presented to the City Council to expedite emergency management efforts.
		<u>RECOVERY</u>
_____	_____	Advise the Director of Emergency Services of the requirement to have the declaration of Local Emergency terminated by the City Council.
_____	_____	Review claims and litigation brought against the city as a result of disaster operations.
_____	_____	Prepare a report on Legal activities during the disaster and submit to the Finance Director.
_____	_____	Participate in postemergency debriefing and critique sessions.
_____	_____	Complete all activity documentation and submit to Finance Director.

RESOLUTION PROCLAIMING EXISTENCE OF A LOCAL EMERGENCY  
BY THE CITY MANAGER/DIRECTOR OF EMERGENCY SERVICES

In the Matter of  
Proclaiming the Existence  
of a Local Emergency

WHEREAS, Section 6-207 of the Municipal Code of the City of Orinda empowers the City Manager/Director of Emergency Services to proclaim the existence or threatened existence of a local emergency when said city is affected by a public calamity; and

WHEREAS, the City Manager does hereby find:

That conditions of extreme peril to the safety of persons and property have arisen within said city, caused by (fire, flood, storm, epidemic, riot, earthquake, drought, energy shortage, or other causes) commencing on or about \_\_\_\_ .m. on the \_\_\_\_\_ day of \_\_\_\_\_ 19\_\_; and

That aforesaid conditions of extreme peril warrant and necessitate the proclamation of the existence of a local emergency; and

WHEREAS, said City Manager/Director of Emergency Services has made every reasonable effort to confer with one or more members of the City Council, including the mayor, and declares that such a conference was impossible;

NOW, THEREFORE, IT IS HEREBY PROCLAIMED that a local emergency now exists throughout said city; and

IT IS FURTHER PROCLAIMED AND ORDERED that during the existence of said local emergency the powers, functions, and duties of the City Manager/Director of Emergency Services and the emergency organization of this city shall be those prescribed by state law, and by the ordinances, resolutions, and approved plans of this city; and

IT IS FURTHER PROCLAIMED AND ORDERED that said local emergency shall be deemed to continue to exist until its termination is proclaimed by the Orinda City Council.

Dated: \_\_\_\_\_ CITY MANAGER

ATTEST: \_\_\_\_\_ City of Orinda

RESOLUTION RATIFYING CITY MANAGER'S PROCLAMATION  
OF THE EXISTENCE OF A LOCAL EMERGENCY BY THE CITY COUNCIL

In the Matter of Ratifying  
the City Manager's  
Proclamation of the  
Existence of a Local Emergency

WHEREAS, Section 6-207 of the Municipal Code of the City of Orinda empowers the City Manager/Director of Emergency Services to proclaim the existence or threatened existence of a local emergency when said city is affected or likely to be affected by a public calamity and;

WHEREAS, conditions of extreme peril to the safety of persons and property have arisen within said city, caused by (fire, flood, storm, epidemic, riot, earthquake, drought, energy shortage, or other causes) commencing on or about \_\_\_\_\_.m. on the \_\_\_\_\_ day of \_\_\_\_\_, 19\_\_, and;

WHEREAS, the Orinda City Council does hereby find that the aforesaid conditions of extreme peril did warrant and necessitate the proclamation of the existence of a local emergency; and

WHEREAS, the City Manager/Director of Emergency Services of the City of Orinda did proclaim the existence of a local emergency within said city on the \_\_\_\_\_ day of \_\_\_\_\_, 19\_\_;

NOW THEREFORE, IT IS HEREBY PROCLAIMED AND ORDERED that said Proclamation of Existence of a Local Emergency, as issued by said City Manager/Director of Emergency Services, is hereby ratified by the Orinda City Council; and

IT IS FURTHER PROCLAIMED AND ORDERED that said local emergency shall be deemed to continue to exist until its termination is proclaimed by the City Council of the City of Orinda, Contra Costa County, California.

Dated: \_\_\_\_\_ CITY COUNCIL

ATTEST: \_\_\_\_\_ City of Orinda

RESOLUTION REQUESTING STATE DIRECTOR, OFFICE OF EMERGENCY SERVICES CONCURRENCE  
IN LOCAL EMERGENCY

In the Matter of Requesting  
the State Director, Office of  
Emergency Services' Concurrence  
in Local Emergency

WHEREAS, on \_\_\_\_\_, 19\_\_, the Orinda City Council found that due to  
(fire, flood, storm, epidemic, riot, earthquake, drought, energy shortage, or  
other causes) a condition of extreme peril to life and property did exist in the  
City of Orinda during the period of \_\_\_\_\_; and

WHEREAS, in accordance with state law the City Council proclaimed an emergency  
did exist throughout said City;

NOW, THEREFORE, IT IS HEREBY PROCLAIMED AND ORDERED that a copy of this  
resolution be forwarded to the State Director of the Office of Emergency Services  
with a request that he find it acceptable in accordance with provisions of the  
Natural Disaster Assistance Act; and

IT IS FURTHER RESOLVED that \_\_\_\_\_ (name), \_\_\_\_\_ (title),  
is hereby designated as the authorized representative the authorized  
representative of the City of Orinda for the purpose of receipt, processing, and  
coordination of all inquiries and requirements necessary to obtain available  
state resources and funds.

Dated: \_\_\_\_\_ CITY COUNCIL

ATTEST: \_\_\_\_\_ City of Orinda

\* Proclamation of local emergency must be made within 10 days of the  
disaster occurrence in order to qualify for assistance under the Natural  
Disaster Assistance Act.

NOTE: Attach list of damaged Public Facilities showing location and estimated  
cost of repair.



RESOLUTION REQUESTING GOVERNOR TO  
PROCLAIM A STATE OF EMERGENCY

In the Matter of  
Requesting the Governor  
to Proclaim a State of  
Emergency

WHEREAS, on \_\_\_\_\_, 19\_\_, the Orinda City Council found that due to (fire, flood, storm, epidemic, riot, earthquake, drought, energy shortage, or other causes) a condition of extreme peril to life and property did exist within said city; and

WHEREAS, in accordance with state law the Orinda City Council proclaimed an emergency did exist throughout said City; and

WHEREAS, it has now been found that local resources are unable to cope with the effects of said emergency;

NOW, THEREFORE, IT IS HEREBY PROCLAIMED AND ORDERED that a copy of this resolution be forwarded to the Governor of California with the request that he proclaim the City of Orinda to be in a state of emergency; and

IT IS FURTHER ORDERED that a copy of this resolution be forwarded to the State Director of the Office of Emergency Services; and

IT IS FURTHER RESOLVED that \_\_\_\_\_ (name), \_\_\_\_\_ (title), is thereby designated as the authorized representative for public assistance and \_\_\_\_\_ (name), \_\_\_\_\_ (title), is hereby designated as the authorized representative for individual assistance of the City of Orinda for the purpose of receipt, processing, and coordination of all inquiries and requirements necessary to obtain available state and federal assistance.

Dated: \_\_\_\_\_ CITY COUNCIL

ATTEST: \_\_\_\_\_ City of Orinda

RESOLUTION EXTENDING THE EXISTENCE OF A LOCAL EMERGENCY  
BY THE CITY COUNCIL

In the Matter of Extending  
the Existence of a Local  
Emergency

WHEREAS, Section 8630, Article 14, of the California Emergency Services Act requires that the Orinda City Council review, at least every 14 days until such local emergency is terminated, the need for continuing the local emergency; and

WHEREAS, a period of local emergency presently exists in the City of Orinda in accordance with the proclamation thereof by the City Manager and its confirmation by the City Council on the \_\_\_\_\_ day of \_\_\_\_\_, 19\_\_, as a result of conditions of extreme peril to the safety of persons and property within said city, caused by (fire, flood, storm, epidemic, riot, earthquake, drought, energy shortage, or other causes); and

WHEREAS, the Orinda City Council has reviewed the need to continue the existence of the local emergency; and

WHEREAS, the situation resulting from said condition of extreme peril is still deemed to be beyond the control of normal protective services, personnel, equipment, and facilities of and within said City of Orinda;

NOW, THEREFORE, the Orinda City Council, does hereby proclaim the extension of the period of local emergency for fourteen additional days unless sooner terminated.

IT IS FURTHER PROCLAIMED AND ORDERED that said local emergency shall be deemed to continue to exist until its termination is proclaimed by the Orinda City Council.

Dated: \_\_\_\_\_ CITY COUNCIL

ATTEST: \_\_\_\_\_ City of Orinda

RESOLUTION TERMINATING THE EXISTENCE OF A LOCAL EMERGENCY  
BY THE CITY COUNCIL

In the Matter of Terminating  
the Existence of a Local  
Emergency

WHEREAS, a local emergency existed in the City of Orinda in accordance with the resolution thereof by the City Manager and its confirmation by the City Council on the \_\_\_\_\_ day of \_\_\_\_\_, 19\_\_, as a result of conditions of extreme peril to the safety of persons and property within said city, caused by (fire, flood, storm, epidemic, riot, earthquake, drought, energy shortage, or other causes); and

WHEREAS, the Orinda City Council has reviewed the need to continue the existence of the local emergency; and

WHEREAS, the situation resulting from said condition of extreme peril is now deemed not to be beyond the control of normal protective services, personnel, equipment, and facilities of and within said City of Orinda;

NOW, THEREFORE, the Orinda City Council does hereby proclaim the termination of said local emergency.

Dated: \_\_\_\_\_ CITY COUNCIL

ATTEST: \_\_\_\_\_ City of Orinda

Enclosure L-5

STANDBY OFFICERS FOR THE CITY COUNCIL

COUNCIL MEMBER

William Dabel

Aldo Guidotti

Richard Heggie

Linda Knebel

Bobbie Landers

STANDBY OFFICERS

1. Ron Leiker
2. Bill Simpson
3. Franklin Lew

1. Clarence Betz
2. Roger Dunn
3. Susan Kaufman

1. Rosalie Block
2. Joyce Hawkins
3. Jack Knebel

1. Carolyn Mills
2. John Fazel
3. Joyce Hawkins
4. Marianne Aude

1. Carolyn Mills
2. Midge Zischke
3. Sheila Wendt

Enclosure L-6

ALTERNATES TO THE CITY MANAGER  
TO SERVE AS ADMINISTRATOR OF EMERGENCY SERVICES

The following persons, listed in order of succession, have the powers and duties of the Administrator of Emergency Services when the City Manager is unavailable to serve in such a capacity:

1. Deputy City Manager
2. Police Manager
3. Director of Public Works



Enclosure L-7

ORINDA EMERGENCY MANAGEMENT  
ORDINANCES AND RESOLUTIONS

1. Ordinance number 90-7 amends Chapter 2 of Title 6 of the Municipal Code regarding Emergency Organization and Functions.
2. Resolution 103-88 designates and appoints standby officers to the Orinda City Council.





## Annex M

### DAMAGE ASSESSMENT

#### M.1 OBJECTIVES

This annex describes damage assessment operations, assigns responsibilities and sets disaster policies and procedures for inspections. Information is also provided on essential actions such as post-event inspection of facilities and structures, construction of fallout shelters and damage assessment.

Damage assessment and engineering operations will:

- Contact and collect reports from fire, law, public works and any field unit regarding damage reports.
- Contact other agencies within the city, process damage information, and create a single record of damages. These agencies include school districts, special districts, and utilities.
- Within capability, conduct aerial and ground operations to assess current and potential damages.
- Report information to Situation Analysis. These reports help determine the nature and extent of damage so proper priorities can be set.
- Conduct damage assessment activities in buildings to decide on whether a building can be used or restored.
- Support construction of fallout shelters in the private sector.
- Help with route recovery by coordinating transit inspection.
- Work with other agencies which conduct inspections to collect, process and combine damage reports.
- Help with on-scene heavy rescue activities by providing structural analysis of the scene.
- Document and inspect claims for public and private property losses.

#### M.2 SPECIFIC TERMS

##### Aerial Reconnaissance

An aerial assessment of the damaged area that includes gathering information on the level and extent of damage and identifying potential hazardous areas for on-site inspections.

### Damage Assessment

This is action taken after an event in an attempt to quantify overall damages to persons and property. Damage assessments are used to justify gubernatorial and presidential disaster declarations. Initial damage assessments gather preliminary estimates to the losses caused by the disaster, the nature and severity of damage sustained and how the private and public sectors were affected. Later damage assessments detail the location of damage, indicate the hardest hit areas, and give an idea of how extensive recovery operations need to be.

### Essential Facilities

These are facilities that are essential for maintaining the health, safety and well-being of the public following a disaster (e.g., hospitals, police and fire department buildings, utility facilities, etc.). May include buildings that have been designated for use as mass care facilities (e.g. schools, churches, etc.).

### Situation Reports

At the outset of a disaster, information from field units is typically fragmented and incomplete. These reports begin to outline what occurred, the types of damage and the impact on the area. This information is vital in order to begin to understand the nature and determine the type of special assistance the disaster will require. Accumulating these initial reports establishes situation reports that can be transmitted to other emergency service agencies for mutual aid support.

Please review the Glossary in the Basic Plan for definitions of general emergency management terms.

## M.3 EMERGENCY ACTIONS

Damage assessment activities will usually be associated with the periods and phases outlined in the Basic Plan, page 5. Detailed operational concepts and emergency response actions associated with the various phases are provided in the Annex M Operations Guide. Response actions specific to a radiological emergency are contained in the Annex R Operations Guide, Enclosure R-15.

## M.4 ORGANIZATIONS AND RESPONSIBILITIES

### Orinda

The Public Works Director is designated as the Local Damage Assessment Coordinator. He/she will work closely with the Recovery Coordinator on initial surveys in support of local emergency proclamations. Should local resources become insufficient to meet requirements, the Damage Assessment Coordinator will request mutual aid from the County. The Damage Assessment Coordinator will gather and consolidate damage information and report the data to the County Damage Assessment Coordinator.



## Contra Costa County

The Contra Costa County Building Inspection Director is a member of the county Emergency Management Staff, and becomes the **County Damage Assessment Coordinator**. As lead of Damage Assessment, this person manages the damage assessment activities for the unincorporated parts of the county. In the event a disaster affects more than just the county, the county coordinator reviews mutual aid requests from the cities, contacts the Local Damage Assessment Coordinators, and provides a response. The County Damage Assessment Coordinator works with Resources and Construction and Engineering staff for technical personnel.

Damage Assessment staff will manage damage assessment objectives for the county, receive data from cities, and provide relevant information to concerned elements of the county EOC. All requests for support beyond the capabilities of the county will be reported to State OES Region II, Construction and Engineering Coordinator.

## Mutual Aid Region

If local resources are insufficient to meet damage assessment needs within the county, the County Damage Assessment Coordinator may request mutual aid through the Regional Damage Assessment Coordinator at State OES Region II. If a present or anticipated emergency is so great that it requires the resources of one or more counties, the Regional Damage Assessment Coordinator will be responsible for organizing and coordinating the dispatch of resources from within the region to the affected areas.

Details of the damage assessment function at the state level can be found in the State Emergency Plan, Annex A, enclosure 5.

## M.5 POLICIES AND PROCEDURES

General policies and procedures for the post-event inspection of facilities and structures are provided below. A checklist of actions and specific information about disaster damage assessment operations are contained in the **Annex M Operations Guide**. Special policies and procedures relating to fallout shelter construction during radiological emergencies are provided in **Annex R, Radiological Protection**, and the **Annex R Operations Guide**.

- **Post-Event Facilities and Structures Inspection.** Inspections determine whether a building can be used or repaired. On site inspections follow the Damage Assessment Plan for Volunteer Engineers and the Damage Assessment Plan for California Building Officials (published and issued separately by the State Office of Emergency Services).

A prioritized list of structures or buildings should be created. Essential facilities (shelter sites, hospitals, law enforcement buildings,

operations centers, etc.) should be highest priority.

- **Recording Claims.** There are no provisions for reimbursing individuals or private organizations for costs of emergency debris clearance from their private property. Eligibility criteria and administrative procedures to apply for federal and state grants are outlined in other documents. **Annex A, Enclosure A-4, Recovery**, in the **State Emergency Plan**, and the **State Disaster Assistance Procedures Manual** describe the applicable criteria for eligibility.
- **Route Recovery.** Field units survey damage to freeways, roads and streets in their vicinity and report information to their appropriate operations centers. Priorities for restoration will be given to:
  - \* Assessing damage to highways, roads, streets and immediate access/egress needs.
  - \* Identifying, establishing and supporting of alternate routes.
  - \* Supporting field activities to restore use of essential highways, roads and streets.
  - \* Facilitating the earliest possible recovery.
- **Business and Industry.** Several engineering and contractors associations have volunteers available to assist at the outset of an emergency. The following lists a few:
  - \* The **Associated General Contractors (AGC) of America** and the **Engineering and Grading Contractors Association (EGCA)** are available to any legally constituted authority, or authorities, undertaking emergency operations.
  - \* The **Structural Engineers Association of California (SEAOC)** has many volunteers who may be made available to support governmental efforts directed toward damage assessment and determining the serviceability of damaged buildings. Through the association, other types of engineers (civil, mechanical, electrical, safety, etc.) may be obtained.
  - \* The **Concrete Sawing and Drilling Association of California** may provide assistance with heavy rescue operations.

Some consideration should be given to other agencies that could assist in gathering data for damage assessment. Such as,

- \* Chambers of Commerce, other business or industrial association can collect, assemble, and provide information on the effects of the disaster on local business.
- \* Farm Bureau can provide information on agricultural damages.
- \* Utility companies can provide information on damage to utility and lifeline systems.
- \* American Society of Civil Engineers can provide assistance in evaluation damages to utility systems.

Annex M

OPERATIONS GUIDE

DAMAGE ASSESSMENT COORDINATOR

This material contains checklists and functional information that will help the Damage Assessment staff during disaster operations. Contents of the guide are listed below:

<u>ENCLOSURE</u>	<u>TITLE</u>
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M-1	Damage Assessment Coordinator Emergency Action Checklist
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Enclosure M-1

DAMAGE ASSESSMENT COORDINATOR

EMERGENCY ACTION CHECKLIST

<u>DATE/TIME</u>	<u>INITIAL</u>	<u>ACTION</u>
		<u>PREPAREDNESS PHASE</u>
<hr/>	<hr/>	<p>Prepare plans and SOPs outlining Damage Assessment procedures, priorities and techniques for:</p> <ul style="list-style-type: none"><li>• Contacting, assembling, and managing volunteer inspection personnel and resources;</li><li>• Conducting building inspections;</li><li>• Posting unsafe structures;</li><li>• Enforcing safety precautions during inspections and ensuring condemned structures are not reoccupied;</li><li>• Working with other agencies for necessary evacuation of facilities/buildings and limiting access to unsafe structures;</li><li>• Dealing with the public and media while on the scene;</li><li>• Managing multilingual situations;</li><li>• Identifying priorities for inspections;</li><li>• Collecting citizen and private business reports of damage;</li><li>• Combining reports from other departments, agencies and jurisdictions for a consolidated report; and</li><li>• Maintaining necessary time and cost records for federal and state reimbursements.</li></ul>
<hr/>	<hr/>	<p>Conduct staff training on Damage Assessment procedures, inspection protocol and departmental disaster plans.</p>



<u>DATE/TIME</u>	<u>INITIAL</u>	<u>ACTION</u>
<u>EMERGENCY PERIOD/IMMEDIATE IMPACT PHASE</u>		
_____	_____	Upon notification, get to the EOC. Set up work station.
_____	_____	Place all inspection staff on standby. Test communications link with field units.
_____	_____	Begin EOC Activity Log.
_____	_____	Obtain or provide briefing. Consult with Emergency Services Director, alternate, or Situation Analysis.
_____	_____	Estimate required materials and support needed. Contact Logistics Section with information.
_____	_____	Review this entire checklist and other relevant data (annex, inspection SOPs, etc.).
_____	_____	Identify staff to assist the Recovery Team. Team members will periodically check to make sure appropriate data is maintained.
_____	_____	Provide hourly updated Damage Assessment figures to the Situation Analysis team.
<u>RECOVERY</u>		
_____	_____	Identify a Building Inspection staff person to continue working with the Recovery Team. This work may continue for an extended period of time.
_____	_____	Prepare a report on Damage Assessment activities during the disaster and submit to Finance Director.
_____	_____	Participate in postemergency debriefing and critique sessions.
_____	_____	Complete all activity documents and submit to Finance Director.
_____	_____	Identify staff to work with the Office of Emergency Services on a regular basis following the disaster. When state and federal agencies request an audit of records, OES will contact the Engineering Department for assistance.





COMMUNICATIONS OPERATIONS

N.1 OBJECTIVES

This annex describes disaster communications systems available to all cities in Contra Costa County. Without adequate communications, disaster response would fail to meet the needs of the citizens when a disaster hits. This document outlines the various city, county, state and federal systems that interrelate during disaster operations; specifies the roles assigned to different departments and staff; and provides suggested actions to take before, during and following a disaster.

Developing this guidance was difficult because of the vital role communications plays in managing a disaster, because three different county agencies manage a portion of the county communications system. The county Office of Emergency Services (OES) relies upon the county agencies to work as a team. When the federal, state, cities and volunteer radio systems are added to the county disaster system, confusion could compound any problem. The key for disaster response is for all of these elements to "come together" during a disaster.

Each type of disaster creates different communications problems. For instance, in an earthquake many systems may fail due to the ground shaking and/or lack of electrical power. In a nuclear incident, the blast effects and later fallout will hamper communications abilities. Each situation requires a different response. Communications planning for various disasters requires a careful evaluation of the possible effects and counteractions that can be taken.

The objectives of communications operations will be to:

- Alert public safety and response agencies about a potential or actual disaster situation.
- Relay emergency information between the field and various levels of government, and to the public.
- Identify and activate the appropriate public warning systems.
- Maintain communication channels with agencies in the field and in other jurisdictions.
- Maintain communication channels between the county Emergency Operations Center, the four county satellite operations centers, and other jurisdictions.
- Maintain communications channels between the field and the county satellite operations centers.
- Involve volunteer communications sources.

- Maintain access to public broadcast systems so updated emergency information can be given to the public.

## N.2 SPECIFIC TERMS

### California Law Enforcement Telecommunications System (CLETS)

A data communications system managed by the State of California and supported by county personnel. Provides law enforcement agencies with access to criminal records day-to-day. In a disaster, the system can deliver special emergency information to the CLETS terminals. All law enforcement agencies in Contra Costa County have CLETS terminals.

### Emergency Broadcast System (EBS)

A program developed by the Federal Communications Commission (FCC) to allow the President, National Weather Service and federal, state, and local governments to broadcast a warning signal and information to the public. Local commercial radio stations provide the actual broadcast.

### Emergency Digital Information System (EDIS)

The California State Office of Emergency Services (OES) developed this digital (computer) information transmission and receiving system to share ongoing disaster information. The information is distributed over CLETS terminals.

### Local Government Net

This is a radio system managed at the city and county levels. It is a system of radio channels used to dispatch emergency vehicles, inspectors and maintenance units. The county and each city are responsible for servicing and maintaining their own radio nets. All radio channels are registered with the FCC, comply with federal regulations and may be monitored.

### National Warning System (NAWAS)

The federal government manages this warning system for civil defense. Federal agencies will use this system to communicate with a regional communications center, which contacts a California State Communications Center, which notifies local agencies of any potential problems.

## N.3 EMERGENCY ACTIONS

Many communications systems are available during disaster operations. Depending on the system, several organizations may be responsible for portions of the system. Each system serves a distinct function in disaster response.

### Warning

Warning is the process of alerting government agencies and the general public of the threat of imminent danger. Agencies depend on warning and



emergency information to save lives and property.

- EBS (Emergency Broadcast System) was established by the FCC, and can be accessed by the President, National Warning Center, National Weather Service, State Warning Center or the Contra Costa County Office of Emergency Services. Three commercial radio stations (a primary and two alternates) in the Bay Area are identified as the control stations. These three stations contact other radio stations to broadcast the warning. Each commercial radio station is responsible for testing the broadcast and emergency equipment at that station. (See Enclosure N-2 for more information.)
- Loudhailers may be used by agencies in Contra Costa County to assist with warning the public. Although this may not be a "system" of electronic devices, it is an additional warning system that may be used during a crisis state in the county. Personnel from available law, fire and public agencies will follow identified routes with loudhailers and bullhorns to give the public information about any imminent danger.
- CLETS (California Law Enforcement Telecommunications System) is managed by the State of California. The agencies with terminals are responsible for testing the terminals for access to the system and managing the repairs. Warnings from the State of California may be broadcast over CLETS. Agencies with terminals can transmit warning and emergency information to other agencies.
- NAWAS (National Warning System) was developed for war preparedness, and can be use for natural disaster warnings. During major peacetime emergencies, state agencies may use portions of NAWAS to support warning actions. NAWAS information is relayed by the State of California Warning Center to State OES Region II to Contra Costa County. The warning may be transmitted over the State OES radio network, CLETS, and/or the State Fire Radio System. The county Sheriff will relay warning to the law enforcement agencies in the county over CLETS. (See Enclosure N-3 for more information.)

### Emergency Public Information

Emergency Public Information is not a part of warning. EBS, and other elements of warning, initiate the release of information. Emergency Public Information provides ongoing instructions and event updates to the public using radio, television and print media.

- KISS is a commercial radio station in Contra Costa County. County OES entered into a special agreement with KISS to become a local emergency broadcast channel. KISS will broadcast update information provided by county EOC staff. The radio station will be responsible for checking all broadcast and emergency equipment. Within the

available resources, multilanguage announcements will be made. This agreement does not replace the use of EBS as a warning system.

- Leaflets could be used as an alternative to reaching non-English speaking, hearing-impaired people, and other sections of the public. If equipment and power are not lost, the county's Central Services Division, of the General Services Department, can copy information for leaflets. Private printing vendors could also provide copy services. Each agency is responsible for securing equipment to prevent its loss and maintenance of the equipment. Although not as effective, or time efficient, as radio or television broadcasts, leaflets provide an option.
- Telephones are relied upon heavily. All of the County Emergency Operations Center's (EOC) phones have been identified as essential service (line load) lines by Pacific Bell, the local landline service company. The essential service designation puts the county EOC high on the phone company's priority for repair. The phone company has responsibility for restoring this communications system. Cellular phones fall into this category. The local cellular service companies are responsible for maintaining the cell sites that manage cellular phone transmissions.
- EDIS (Emergency Digital Information System) allows Contra Costa County to feed ongoing information to the media. Computer data is sent over radio waves from the sending sites (usually law agencies and governmental emergency operations centers) to the receiving sites (usually media stations). CLETS terminals are used for sending these transmissions. The receiving sites can only receive the EDIS messages; they do not have access to other law enforcement information. The State Office of Emergency Services (OES) is responsible for managing the system. The media receiving sites monitor the equipment and manage repairs.

## Field Management

Effective disaster management would be impossible without transmittal of information from the field to the County EOC. Passing information between the cities' and County EOC is also vital for sending mutual aid requests and other reports between the cities, county and state. Several systems support this effort.

During disaster operations the primary volunteer and government systems used by Contra Costa County include:

- Local Government Net is a local radio channel system developed by local government to dispatch law, fire, public works and other important government emergency and routine services. Each city has its own system and is responsible for managing it. Contra Costa County manages the county system. Three key county agencies manage

their own systems: General Services Communications Division, Sheriff's Dispatch and the Contra Costa Fire Protection District (ConFire). County OES helps coordinate the efforts of these agencies to address disaster communications. (See Enclosure N-1 for more details of the county system and what is available in the County EOC.)

- RACES (Radio Amateur Civil Emergency Services) is one of the largest volunteer network radio systems in the world. It consists of volunteer amateur (ham) radio operators licensed by the FCC. RACES operators have access to technically advanced electronic systems, including satellite relays. RACES operators provide all levels of government with additional communication links. For Contra Costa County these volunteers provide an important support role between the cities and the county, shelters and the local EOCs, county satellite operations centers and the County EOC, the County EOC and other county's EOCs, and the County EOC and various state agencies. Several government agencies have purchased amateur radio equipment and rely upon the volunteers to operate it. The agencies which own equipment are responsible for managing and securing the equipment. RACES volunteers manage their own equipment. Together, the Sheriff's Department and County OES manage the registration of these volunteers.
- ATV (Amateur Television) is one of the newest developments using the amateur radio network. It allows visual transmission over amateur radio equipment. The County EOC can view live on-scene action through the use of transmitted video images. This system is managed by volunteer ATV personnel.

Volunteer support systems used by Contra Costa County in disasters include:

- REACT (Radio Emergency Associated Communications Teams) is a volunteer group of citizens band radio operators. The County OES manages the registration of the volunteers. The radio operators are responsible for maintaining their own equipment.
- CAP (Civil Air Patrol) operates one of the largest radio systems in the world. CAP has 1,200 licensed radio stations in California and 2,400 trained operators. This system is managed by the volunteers of the CAP program.

State supported radio systems used by Contra Costa County for disaster communications include:

- CALCORD is a radio frequency used at the scene of an incident when more than one agency responds. In Contra Costa County the radio



frequencies used by fire, law enforcement and public works agencies are not compatible with each other. The CALCORD frequency may be used on low watt portable radios given to the responding agencies. This would establish a common radio frequency between all responding agencies. Currently, Contra Costa County Public Works manages a cache of CALCORD radios and General Services, Telecommunications Division, services the portable radios.

- CLETS continues to be a link between the levels of government for requesting assistance. (See CLETS description above in Warning Section.)
- CLEMARS (California Law Enforcement Radio System) is a radio system used for law enforcement mutual aid in the field. This system is managed by the state.
- California Emergency Services Radio System (CESRS) is a link between the County EOC and State OES. The primary direction of communication is between the county and state, but it is possible for it to be used between the counties. The state is responsible for managing and testing the link. The County EOC is linked to the system.
- White Fire Channel is radio system managed by the state. This was established as a common radio frequency for mutual aid response to forest fires. Firefighting equipment and personnel came from so many places with different radio frequencies, that a common radio frequency was vital. This frequency can be used by local agencies during disaster response.

#### N.4 ORGANIZATIONS AND RESPONSIBILITIES

For the continued existence of communications systems during a disaster, the technical and management staff that support the county communications systems have special tasks to complete before, during and after an emergency. These actions are listed in the **Annex N Operations Guide**. The suggested actions follow the progression of emergency periods and phases outlined in the **Basic Plan**, page 5.

##### Orinda

In the Orinda Emergency Management Organization, the Chair of the Disaster Council Communications Subcommittee is designated as the Local Communications Coordinator who will:

- Manage the communications system (Local Government Net) within the city.

- Identify agencies or contract agents to repair communications equipment as needed.
- Contact the county for the use of amateur radio personnel in the local radio systems.
- Identify local vendors that could supply emergency communications equipment in the event support is needed.
- Participate in tests of the City-County Emergency Centrex Phone System.

### Contra Costa County

Contra Costa County communications systems are managed by multiple department/agencies. (Listed alphabetically below.)

#### Contra Costa County Fire Protection District (ConFire)

- Manages the fire radio system.
- Coordinates with state fire radio systems.
- Provides communications support staff for the County EOC, as needed.
- Participates in disaster communications planning efforts.

#### County Office of Emergency Services (OES)

- In preparedness efforts county OES helps coordinate the individual efforts of the county departments, volunteer and state systems for disaster response.
- Manages a 24-hour alert schedule.
- Contacts departments about any warning and/or activation of the EOC.
- Activates local warning systems.
- Manages the City-County Emergency Centrex Telephone System.
- Manages the Essential Services Line Load Control list for the County EOC and emergency management personnel.
- Manages the Alternate Telephone System.



### General Services Communications Division

- Manages the repair of county radio system equipment.
- Assigns communications staff to the County EOC, as needed.
- Works with other county departments to establish and test communications systems and equipment.
- Manages, with OES, the maintenance of the City-County Emergency Telephone Centrex System, the Essential Services Line Load Control list, and the Alternate Telephone System (ATS).
- Participates in disaster communications planning.

### Sheriff

- Manages or helps manage dispatch activities of several county agencies and private ambulance.
- Sets up a message center in the dispatch facility that assists with County EOC communications.
- Provides communications support staff to the County EOC, as needed.
- Supports volunteer radio operators efforts (RACES, REACT, etc.) during disasters and registers radio volunteers and manages a RACES plan prior to a disaster.
- Participates in disaster communications planning efforts.

At this time the Emergency Services Director will appoint available Contra Costa County staff to become the **County Communications Coordinator**. As the Communications Operations leader, this person works with the other elements of the county communications system (listed above) to manage the systems for the unincorporated parts of the county. In the event a disaster affects more than just the county, the county coordinator reviews mutual aid requests from the cities, contacts the Local Communications Coordinators, and responds to the requests.

Communications staff will:

- Manage completion of the communications objectives for the county.
- Monitor the conditions of the various county communications systems, manage the needed repairs, and report ongoing conditions as requested.
- Establish and maintain contact with phone and cellular phone

companies regarding conditions of the county telephone systems, the conditions of the public phone system, and estimated time of restoration.

- Receive data from cities and provide relevant information to concerned elements of the County EOC.
- Review all requests for communications support.
- Work with the County Resources Group for acquiring equipment and volunteers.
- Identify written requests or county needs that are beyond the capabilities of the county, report them to the Director of Emergency Services and submit written mutual aid requests to State OES Region II.

Organizations locally available to provide support for communications are listed in the Annex N Operations Guide, Enclosure N-2, Supporting Organizations and Responsibilities.

#### Mutual Aid Region

State OES Region II may not staff a Communications Coordinator position. The county coordinator can contact the Resources and Support Coordinator at the state level for support in communications.

#### State and Federal

For additional information regarding the State of California response and support for Communications Operations, see the State Emergency Plan (1989), Annex A, Enclosures A-1 and A-2.

### N.5 POLICIES AND PROCEDURES

General policies and procedures for communications operations are provided below. A checklist of actions and specific information are contained in the Annex N Operations Guide. Special procedures related to radiological emergencies are listed in Annex R, Radiological Protection and the Annex R Operations Guide.

#### Radiological Disasters

- Radiological preparedness is vital to protect against attacks or terrorist actions that may involve the detonation of a nuclear device or facility. It is the responsibility of those agencies that manage a communications system to remain abreast of how to protect electronic systems from an

electromagnetic pulse (EMP).

- \* See Annex R Radiological Protection, page 5, for the general information about the communications systems involved with radiological emergencies.
- \* Current nuclear attack planning, identifies Contra Costa County as a "risk" site. Ideally the county population would be moved to a "host" jurisdiction. To the extent practical, all host city and county agencies should protect against EMP according to CPG 2-17, **Electromagnetic Pulse Protection Guidance**. Copies of this document are available at the Federal Emergency Management Agency, Region IX (in San Francisco), State Office of Emergency Services (OES), Region II (in Pleasant Hill), or through the Contra Costa County OES.
- \* For nuclear preparedness in nonattack situations, all cities and counties should consider EMP protection measures. CPG 2-17, referenced above, should be seriously considered.

## Earthquakes

- Historically earthquakes have severely damaged communications equipment. The Loma Prieta Earthquake (1989) damaged numerous dispatch centers, rendering some inoperable for long periods of time.
- \* The State OES, Bay Area Earthquake Preparedness Project (BAREPP), published a document that outlines prudent protection measures: **Technical Guidelines for Earthquake Protection of Nonstructural Items in Communications Facilities** (March 1989).
- \* To the extent practical, all cities and each county agency should protect communications equipment according to the above publication. The publication is available at State OES Region II (in Pleasant Hill), BAREPP (in Oakland), and the Contra Costa County OES.

## Hazardous Materials Emergencies

- Special alert, warning and notification procedures have been built into hazardous materials emergencies.
- The Contra Costa County Hazardous Materials Area Plan details the notification process.
- Contra Costa County OES has the responsibility for warning the public by using EBS and providing ongoing public information through KISS radio and other media.
- Contra Costa County Environmental Health has the responsibility for

response to hazardous material releases/ spills and notification of the appropriate support agencies. County OES may assist with notification.

#### State of War Emergency

- Privately owned radio systems, equipment and facilities, subject to approval by the licensee, may be used to support the emergency activities of field forces not already linked to EOCs. Keep in mind frequency incompatibility between the privately owned equipment and what is in use at the county could occur. This can be resolved.

#### Contra Costa County Emergency Operations Center (EOC)

- Communications Staff: The County EOC is staffed by representatives of all response and support agencies. Communications Operations are vital to the emergency response efforts of all agencies, public and private. A position in the EOC should be staffed by person who is knowledgeable about the county systems and the resources immediately available to restore systems.
- Disaster Communications Systems: In Contra Costa County a City-County Emergency Telephone Centrex System and an Alternate Telephone System for county departments have been dedicated for disaster communications. RACES is ready to assist with radio communications; otherwise few open radio frequencies are dedicated to disaster operations alone. Existing day-to-day systems may switch from a department operations channel to a disaster frequency. (See Enclosure N-1, Communications Systems in the County EOC, for more details.)
- Satellite Operations Centers: Agencies that have the ability to control their normal, day-to-day operations by radio will continue to exercise that control. Most of the engineering, fire, medical and law operations will occur within the satellite operations centers and not be managed from the County EOC. Other operations, such as care and shelter, resources and liaison activities with the cities will occur in the County EOC.

The county satellite operations centers for engineering, fire, medical and law may not be equipped with all the County EOC frequencies. Each of the satellite operations centers is responsible for identifying and maintaining separate equipment standards. The County Office of Emergency Services (OES) tries to coordinate equipment compatibility between the operations centers and the County EOC.



### Emergency Broadcast System (EBS)

- The EBS will be used, to the extent possible, for the dissemination of warning, advice and action instructions to the public.
- County Office of Emergency Services alert staff is authorized to provide the EBS message for Contra Costa County. The Public Information Officer (PIO) at the County EOC will be the focal point for information that will develop the EBS message.
- The agreement with KISS radio in no way replaces the use of the EBS plan established by the Bay Counties Emergency Broadcast System Operational Area Plan (1991).

### Volunteer Resources

- RACES will be assigned to back up any of several services in case regular communications paths become inoperative. Special consideration will be given to using RACES to support care and shelter, disaster medical care and emergency public information operations.



## Enclosure N-1

### COMMUNICATIONS SYSTEMS IN THE COUNTY EOC

#### 1.0 OBJECTIVES

The Contra Costa County Emergency Operations Center (EOC) communications system consists of radios, telephones, fax machines, television monitors, computer dispatch terminals, and computer modem.

The Contra Costa County satellite operations centers will keep the EOC staff informed. The operations centers will report ongoing activities and resource commitment. This information will serve two purposes at the EOC:

- Provide the basis for performing continuing situation analysis.
- Serve as the basis for the County EOC Policy Group to make decisions on the use of limited resources.

Communications between the operations centers and the County EOC, and between the County EOC and other field operations, will occur over the available systems in the County EOC. The County EOC staff will provide and train the radio operators who staff the radios in the County EOC.

Communications with the cities and State OES will keep the county EOC staff informed of conditions relevant to county operations and county disaster management responsibilities. The cities will report their: response to a disaster, damage assessment, situation analysis, resources committed, and requests for mutual aid. County EOC staff will relay appropriate information to State OES Region II for mutual aid response. These actions will serve several disaster management objectives:

- Manage mutual aid requests and response.
- Support disaster operations at the various levels of government.
- Coordinate analysis information regarding the extent of damages incurred.

#### 2.0 SPECIAL CONDITIONS

The topography of Contra Costa County limits radio frequency transmission and reception. A series of microwave towers has been installed in the county to ensure that all areas of the county can be covered by all radios. This means that all radios that do not have direct access to the microwave system are limited in range. If the microwave system is inoperable in a disaster, radio systems will be limited to low band radios, which means radio transmission is limited to a local area, not countywide. High band radios should be able to provide coverage for all except the extreme east and west portions of the county.

Certain hazards can affect the condition of the microwave system. Earthquakes can knock the microwave out of alignment; nuclear explosions can render the microwave inoperable. These special considerations have been included in disaster planning. See Annex N, page 9, for information.

### 3.0 COUNTY EOC COMMUNICATIONS SYSTEMS

The following is a list of the radio systems currently available within the County EOC, and mobile communications trailer.

#### State Radios

- State OES: This system operates on 153.755 MHz (direct) and 154.980 (repeater). This radio channel will be used for direct communications between the Contra Costa County EOC (OES) and State OES Region II and neighboring jurisdictions.
- CALTRANS: This radio is set at 47.02 MHz. A CalTrans representative at the County EOC can talk to the local CalTrans vehicles and sites.

#### County/City Radio

- The Contra Costa County Emergency Communications Advisory Body is currently in the process of reviewing the available frequencies and use of a radio system between the cities and county. The primary considerations is whether data files or voice will be the primary method of communicating.

#### Contra Costa County Radios

- Channel F-33, Fire Service Network: The Contra Costa County Fire Protection District (ConFire) staff in the County EOC will be able to communicate between the County EOC and ConFire dispatch on 33.48 MHz. Each city within ConFire's area also has this channel in their city EOC. Available fire personnel will be dispatched to the city EOCs to operate this fire radio net.

ConFire dispatch can communicate with all other fire districts/agencies in the county. This network will be used to keep the County EOC Fire staff informed of fire and rescue operations throughout the county.

- Channel L-1, Building Inspection: From the Engineering Operations Center emergency management staff can talk with Building Inspectors in the field. Information will be relayed from the Engineering Operations Center to the County EOC.
- Channels L-3, L-9 and L-19, County Health/Medical: During normal operations channel L-3, 45.24 MHz, is used by the Environmental Health Division. Channel L-9, 488.4375 MHz, is used for ambulance dispatch, and channel L-19, 488.9125 MHz, allows communications between ambulances, hospitals, and the various county health clinics. Channel L-19 is used for central dispatch, control and coordination of all ambulances. It also permits direct communication between ambulances and hospitals. The portable radio with these channels will be operated in the County EOC by a representative of the Health Services Department.
- Channel L-6, County Public Works: Public Works operates channel L-6, 45.68 MHz day-to-day. In a disaster this channel will be shared by the Public Works and General Services Departments. This frequency will be used to dispatch and control construction and engineering, heavy rescue and some resource service vehicles during disaster response. Dispatch will be managed from the Engineering Operations Center. A member of the County EOC staff will monitor L-6 to maintain contact with the dispatch facility.
- Channel P-5, Sheriff: The Sheriff's Department operates several channels. Channel P-1, 155.19 MHz (West County) and P-2, 155.64 MHz (Central County) are used for countywide dispatch and control of Law Enforcement mobile units. Channel L-5, 155.040 MHz is the Sheriff's utility frequency. A Computer Aided Dispatch (CAD) terminal is also available in the EOC. To keep the EOC staff informed of law enforcement field activities, these (L-5 and CAD) may be used by the Law Enforcement EOC staff to communicate with the law operations center and monitor dispatch activities. This equipment will be operated by a representative of the Sheriff's Department.

#### Volunteer Radio Currently Used at the County EOC:

- RACES (Radio Amateurs Civil Emergency Service): RACES will provide a variety of communications services in the bands covered by their radios. They will provide communications from the cities to the county, and to the state and regional offices, as well as communications to shelters, hospitals, and other places as needed. This service will provide the communications backup needed during disasters.

RACES radio has several features available. PACKET allows nearly error-free message traffic using computer (digital) data transfer. The information received or transmitted is as accurate as the operator who inputs the messages. The hard copy message provides a great source for transmitting damage information, or any long lists of detailed information.

- REACT (Radio Emergency Associated Communications Teams): REACT is a group of citizen band radio operators with equipment and willingness to assist with rescue operations and other communications needs. The strongest association in Contra Costa County is active in the Delta region. This group is used on a limited basis for flood situations that could impact the Delta islands/tracts.

#### Other County EOC Communications

- Aerial Reconnaissance: The East Bay Regional Park and ConFire Districts can provide immediate aerial surveys using their aircraft. Public Works can rally the support of other aerial craft as well. Verbal communications from pilots can be transmitted through many of the frequencies in the Engineering Operations Center, or through the use of RACES frequencies. The verbal information can then be relayed to the County EOC.

Aircraft can be equipped with ATV (see description below) for live visual reconnaissance in the County EOC. The Engineering Operations Center Plan details the use of aerial reconnaissance, the flight patterns used, and the primary areas to be inspected from the air.

- ATV (Amateur Television): The newest technology in amateur radio transmits video camera images live from the scene to specially equipped televisions/monitors in the County EOC. This can be used in the engineering operations aerial reconnaissance missions, or by field land crews.
- Computer Modem: One computer at the County Office of Emergency Services (OES) is currently linked by phone line to any other computer with a modem. An IBM personal computer, the computer software includes: DOS 4.01, Windows 3.0, Wordperfect 5.1, Excel 3.0, FormBase 1.1, and DBase III+.
- Telephone: Telephones are heavily relied upon as a means of verbal communications. Digital information can be passed upon land lines as well. (Discussed above.) This may be sufficient in situations



such as a hazardous materials spill, etc, but not for a major earthquake.

**Alternate Telephone System:** The county has a microwave system. The County EOC, the satellite operations centers and a limited number of county facilities can access the microwave system for telephonic traffic. This is an alternate to landline systems.

**City-County Emergency Centrex System:** The cities within the county help support this emergency phone system. Each city EOC and some other city offices or dispatch centers are interconnected by the county centrex system. PacBell maintains a lists of these facilities and has noted them as part of their **Essential Service (Line Load Control)** program.

#### 4.0 MESSAGE CENTER

##### Message Form

- Radio operators will be requested to copy all messages on the EOC message forms. (See page 20 of this Annex for copy of form.)
- The radio operators will also be required to monitor all traffic on their frequency to extract information from messages that may not have been sent directly to the County EOC.
- The documentation just described is needed to construct a picture of all the activities within the county. This information will be transcribed on message forms and provided to Situation Analysis staff.

##### Message Center

- Sheriff's Dispatch: Will set up a Message Center in the dispatch building. The staff at this position monitor all services that the dispatch system manages, document incoming messages that relate to the disaster, and send the information to the appropriate person in the County EOC.
- Information Center: Because the Message Center is located in a separate building from the EOC staff, a second central message site is set up in the EOC Situation Room. Messages from the Message Center will be routed through the Information Center. Likewise, messages going out to the Message Center go through the Information Center.



## 5.0 MOBILE COMMUNICATIONS CENTER

Contra Costa County does have the ability to manage a mobile communications system and command center for emergency management in the field or to continue government operations in the event of mass evacuation due to an attack alert.

### Equipment

- Sheriff: The Contra Costa County Sheriff's Department owns two vehicles that could be used to support emergency management activities or provide for the continuity of government.
- \* "SWAT" Operations Van could be used for Communications and Operations Functions of the County EOC. It is a retrofitted 1974 Winnebago Van, 33 ft. long, with 160 sq. ft. of space. It has room for seven staff. It is equipped with Law Enforcement radio, portable generator, cellular phones and phone "hook-ups" to Pacific Bell lines. General Services maintains the van.

WOULD NEED to acquire the following equipment to completely equip the van for communications:

  - Portable Fire Radio.
  - Portable Medical Net Radio.
  - Portable CALCORD radios from Public Works.
  - RACES would staff with own portable radios and antennae.
- \* Mobile Trailer: This could be used as a meeting/conference room and life support area. It is a 1986 Prowler, 21 ft. trailer. It is equipped with bathroom, kitchen, dining, and sleeping facilities. Maps and other supplies could be stored within the cabinets.
- Agreement: The Sheriff's Department and the County Office of Emergency Services (OES) signed an agreement in June 1988 to allow the emergency management staff to access and use the above equipment in the event of a disaster, and/or situation that causes the relocation of government activity.

### Continuity of Government

- Command Center: A portion of the mobile trailer could be used to manage ongoing county government.
- Relocation of County Seat: If a situation calls for the relocation of the seat of government for the county, the mobile command center could be set up in a host location. With the use of CALCORD radios and other low band radios, communications for government operations

may be managed.

Contra Costa County  
Message Form

Insert copy of message form here.

## Enclosure N-2

### EMERGENCY BROADCAST SYSTEM

#### 1.0 OBJECTIVE

The Bay Area Emergency Broadcast System (EBS) Operational Area Plan was revised in 1991. After the Loma Prieta Quake of 1989, a committee of representatives from Bay Area radio stations, government and other media reviewed the EBS program. The committee decided that a local area plan, one that covered the Bay Area specifically, would best serve the citizens of the Bay Area.

This material is a review of the Bay Counties EBS Operational Area Plan (the "plan"). The plan identifies the government agencies authorized to activate the EBS, what agencies are within the Operational Area (receiving or listening area), and what broadcast stations participate in the plan. It does not address the federal use of the EBS.

#### Authority

The plan is in accordance with the following:

- Subpart G of Part 73, FCC Regulations (Title 47, Code of Federal Regulations);
- The Federal Communications Commission's "EBS Checklist";
- The State of California's EBS Operations Plan.

#### 2.0 SPECIFIC TERMS

##### Attention Signal

The standard "two tone" EBS Attention Signal as defined in Section 73.906 of the FCC Regulations.

##### Common Program Control Station (CPCS)

Participating broadcast stations that relay EBS messages to the other participating stations in the EBS Operational Area. The primary station for the EBS Operational Area is designated "CPCS - 1." Alternate relay stations are designated "CPCS - 2" and "CPCS - 3."

##### EBS Message

A message prepared by an authorized government agency for distribution to the public over the Emergency Broadcast System.

### Participating Station

A broadcast station, cable televisions system, or other mass media carrier which voluntarily carries local EBS messages in accordance with this Plan.

### Relay Network

A communications system that transmits and/or receives an EBS message from the Common Program Control Station or government agency. Examples include public and private telephone networks, two-way radio systems, teletype and other digital systems and the State Relay Network as defined in the State EBS Plan.

## 3.0 EMERGENCY ACTION

The Operational Area EBS Plan describes how to access a network of radio broadcast systems. The established network can be used to warn and inform the Bay Area public of situations posing an extraordinary threat to life or property, including:

- |                               |                           |
|-------------------------------|---------------------------|
| • Civil Disturbance           | • Dam Failure             |
| • Earthquake Warning          | • Environmental Pollution |
| • Explosion                   | • Fire                    |
| • Flood or Flash Flood        | • Severe Storm            |
| • Hazardous Materials Release | • Terrorism               |
| • Tsunami                     | • War                     |
| • Widespread Utility Failure  |                           |

Not all of these will activate the EBS. See **Appropriate Use** below.

### Appropriate Use

The EBS may be used when both of the following exists:

- An immediate and extraordinary threat to life or property exists,

AND

- Government officials desire that affected members of the public take immediate and specific protective actions.

### Limit Use

The EBS should only be used for **brief messages** which alert or warn the public about the situation that meets the criteria above. The EBS should not be used for extended broadcasts.

Contra Costa County and KISS radio have a special agreement for broadcasting ongoing emergency public information.



The broadcast stations will not activate the Bay Area EBS except by the request of the authorized agencies described below.

#### Authorized Agencies in Contra Costa County

Authority to activate the Bay Area Operational Area EBS Plan rests with the following:

- The Contra Costa County Office of Emergency Services and other counties' OES.
- The Governor's Office of Emergency Services, State of California.
- The National Weather Service.

Any other agency may request activation of the EBS Plan through one of the agencies listed above.

#### Delegation

Overall responsibility of EBS activation rests with the County Emergency Services Director (County Administrator or alternate).

The state encourages the county to delegate EBS activation authority to appropriate operational personnel from fire, law, and environmental agencies. These delegations should be in writing.

#### 4.0 PROCEDURES

##### State and Federal EBS

Specific procedures have been published for federal EBS operations and these should be followed when EBS is activated at the federal level.

##### Message Priorities

Participating stations broadcast EBS messages according to the following priorities:

1. Presidential Message.
2. Operational Area Message.
3. State EBS Message.
4. National EBS Message (other than Presidential).

## Message Origination

The authorized agencies may request EBS activation and provide a message following the procedures outlined in the **Annex N Operations Guide**. The messages should include:

- Identify the agency making EBS statement.
- State the nature of the emergency.
- State the time and/or expected duration of the emergency.
- Identify the areas of populations affected by the emergency.
- Clearly describe the actions which the affected public should take.

## Digital, Verbal and non-English Messages

The agency that originates the message should use a digital Relay Network (i.e., teletype, Emergency Digital Information System, etc.). This action will help get the information to hearing-impaired and other special populations. For efficiency, both a digital and verbal emergency message should be transmitted.

In accordance with State EBS Plan, stations serving non-English speaking audiences will support EBS programs by providing translation of the message. The originating agency can also use the service of a translator to create a non-English message for broadcast on the non-English speaking station.

## 6.0 TESTS

Three types of tests occur:

- Weekly broadcast tests are performed independently by all stations. This is required by the FCC.
- Closed-circuit, not-for-broadcast Relay Network tests intended to exercise and verify the various message transmission systems.
- Coordinated broadcast tests intended to acquaint government and broadcast personnel with EBS procedures. These may be broadcasted by participating stations in place of the weekly tests required by the FCC (in accordance with Section 73.961(d) of the FCC Regulations).

## Enclosure N-3

### ALERTING AND WARNING

#### 1.0 OBJECTIVE

The National Warning System (NAWAS) is a nationwide attack warning system developed to give advance notice to local emergency service providers to begin action to protect the lives and property of the citizens. For peacetime disasters, portions of the NAWAS system can be used, augmented by state and local systems as appropriate.

#### 2.0 ATTACK WARNING

##### National Warning System (NAWAS)

NAWAS is a dedicated wire-line system that provides two-way voice communications between Federal Warning Centers, States' Warning Points, and Local Warning Points. The system in California consists of four elements:

- (1) NAWAS, Federal-California link.
- (2) NAWAS, State-County Warning Points circuits.
- (3) County-City warning systems (CLETS).

City and county agencies would notify the public by using loudhailers and patrol vehicles with loudspeakers.

##### Dissemination of Attack Warnings

The Federal Warning Centers disseminate warning information to State Warning Points over NAWAS. State Warning Points disseminate the information they receive over NAWAS to County Warning Points (Contra Costa County Sheriff's Dispatch). The state may also use state agency radio systems, teletype and telephone circuits to ensure maximum dissemination. Sheriff's Dispatch contacts the County Office of Emergency Services. County OES can send the warning to the cities or request Sheriff's dispatch to send the warning over the California Law Enforcement Telecommunications System (CLETS) to the cities.

### 3.0 EMERGENCY ACTIONS

#### NAWAS, Federal

Two protected federal facilities may activate NAWAS:

- (1) National Warning Center (North American Air Defense Command, Colorado Springs, Colorado).
- (2) Alternate National Warning Center (Olney, Maryland).

#### NAWAS, State of California

The State Office of Emergency Services (OES) Headquarters in Sacramento receives the Federal NAWAS warning. The state sends the message to 45 County Warning Points. Contra Costa County Sheriff's Dispatch is one of the 45 sites. The California Highway Patrol Headquarters in Sacramento serves as the Alternate State Warning Point.

#### County-City Warning Systems

Contra Costa County receives the state NAWAS at the Sheriff's Dispatch Center. Dispatch personnel notify OES personnel. OES personnel may activate or request dispatch to activate the County-City System.

To disseminate warning from the County Warning Points to cities, the California Law Enforcement Telecommunications System (CLETS) is used.

#### Warning

Local government is responsible for warning the people in its jurisdiction. Contra Costa County may do one or all of the following:

- Follow the Bay Counties EBS Operational Area Plan (1991).
- Use the County OES and KISS radio agreement to give local information.
- Depending on the situation, patrol vehicles may be sent to cruise the potentially affected area with loudhailers and horns to travel preset routes. If this is done the patrol officers will give out prescribed warning messages.
- Send messages over CLETS to cities to begin similar activity.

Contra Costa County does not have an intact siren system at this time. Activity is now under way to install a telephone warning system.

## Peacetime Emergency Warning Systems

Methods of warning the state, Contra Costa County and the cities about specific emergency conditions are described below:

- **Seismic Sea Wave (Tsunami)**

The NAWAS is an integral part of the tsunami alerting system. Reports of major earthquakes occurring at any point in the Pacific Basin, which may generate seismic sea waves, are transmitted to the Honolulu Observatory for evaluation.

The Observatory Staff determines action to be taken and relays it over the NAWAS circuits to inform and warn West Coast states. The State NAWAS circuit is used to relay the information to local Warning Points in coastal counties. This information is also transmitted to local jurisdictions over appropriate radio systems, teletype and telephone circuits to ensure maximum dissemination.

A Tsunami Watch Bulletin is issued if an earthquake has occurred in the Pacific Basin and could cause a tsunami. A Tsunami Warning Bulletin is issued when an earthquake has occurred and a tsunami is spreading across the Pacific Ocean. When a threat no longer exists, a Cancellation Bulletin is issued.

- **Flood**

A flood emergency is normally preceded by a buildup period that permits the stockpiling of forces that will be required to combat the emergency. During this "buildup" period, OES cooperates with the National Weather Service and the State Department of Water Resources by relaying pertinent weather information and river bulletins to city officials in the affected areas.

State OES receives weather information over selected circuits and relays it to State OES Region II via the OES private line teletype system and to Contra Costa County via CLETS. The Sheriff's Dispatch or County OES relay the data to the cities over CLETS.

- **Fire**

Initial warnings of major conflagrations are normally issued by the affected area through the County Fire Coordinator and/or OES Regional Fire Coordinator, using whatever means of communications are appropriate and available. Requests for mutual aid follow the same channels.



- **Earthquake**

Earthquakes occur without warning. OES could receive notification of an earthquake, as well as subsequent information, including damage reports, from various sources, such as:

- (1) University of California Seismological Observatory, Berkeley.
- (2) OES Regional Offices.
- (3) Local Governments.
- (4) Federal/State Agencies.
- (5) Honolulu Observatory.

The information may be received via NAWAS, radio, teletype and/or telephone, and would be further disseminated as appropriate, using any or all of these means. The State Warning Center has a seismic alarm system that activates during earthquakes, prompting duty personnel to investigate the disturbance.

- **Other Emergencies**

Warning and/or information concerning emergencies other than those cited above is disseminated using any appropriate system(s).

#### 4.0 POLICIES AND PROCEDURES

##### Alert and Warning

- Peacetime alert and warning activities will follow the same progression as outlined for attack preparedness.

##### Notification

- Contra Costa County Office of Emergency Services (OES): Management personnel have established a regular alert duty schedule. This schedule is distributed to the Sheriff's Dispatch, Sheriff's Office, Environmental Health Division of the Health Department, and the OES answering service.
- When an emergency arises OES alert staff will activate the EBS, if appropriate.
- OES staff will then notify the Emergency Services Director, or alternate, consult on the urgency of the situation, determine whether to activate the EOC, and contact the appropriate EOC staff. (See Annex O, Operations Support for details of who is notified when an emergency occurs or warnings are posted.)
- Other agencies will be notified by OES staff as the need arises.

Annex N

COMMUNICATIONS OPERATIONS GUIDE

This material contains checklists and functional information that will help the departments involved with Communications Operations. Contents of the guide are listed below:

<u>Enclosure</u>	<u>Material</u>
1	Supporting Organizations and Responsibilities
2	Communications Coordinator Checklist  Communications Data: Radio Frequency List in CCC City-County Centrex
3	Information Briefing Format

## Enclosure 1

### SUPPORTING ORGANIZATIONS AND RESPONSIBILITIES

#### WARNING AND ALERT ACTIONS:

##### Contra Costa County:

###### Environmental Health

- Requests Sheriff's Dispatch to contact OES alert duty staff, or makes direct contact with OES, when a hazardous materials spill/release may affect a populated area.

###### Emergency Medical Services

- Manages multi-casualty incidents and contacts OES as needed.

###### Sheriff's Dispatch

- Dispatch personnel notifies OES alert duty staff about all warnings sent over CLETS.
- Upon request of Environmental Health, dispatch personnel notifies OES of an impending or actual hazardous materials problem, and provides contact phone numbers.
- When a multi-casualty accident occurs, dispatch personnel contacts OES alert duty staff.
- When a plane crash occurs, dispatch notifies OES alert duty staff.

###### Law Enforcement Agencies

- May support Warning Operations by establishing patrols of personnel using loudhailers to warn a population of danger.

##### State of California:

###### State Office of Emergency Services

- Relays all warnings to County OES that would affect Contra Costa County.

###### State Communications and Warning Center

- Maintains all state radio systems.

Federal:

National Weather Service

- Provide ongoing weather updates.

National Warning Center, Department of Defense

- Provide data on attach information.

Volunteer:

REACT

- Monitors status of water levels in the delta region for flooding of the islands/tracts.
- Reports any potential delta flooding to OES.

EMERGENCY ONSET:

General Services Communications Division

- Manages the county Local Government Net.
- Manages the repair of damaged communications equipment: radio, telephones, relays, microwave towers, etc.
- Identifies needed resources and requests items through Supply and Procurement staff.
- Maintains contact with the phone companies to monitor telephone line service.
- Staffs the EOC.

Sheriff's Dispatch

- Establishes a Message Center, and provides message runners to the Situation Room of the EOC.
- Manages the dispatch of emergency response vehicles that are usually monitored by dispatch.

State of California:

State Warning Center

- Monitor communications and assist where possible with radiological and/or attack related data transfer.

Volunteer:

RACES (Radio Amateur Civil Emergency Services)

- Assist where needed with communications between city, county and state agencies.
- Assist where needed with communications between field activities, staging areas, shelters, satellite operations centers, and the county EOC.
- Gather volunteer resources upon request.



Enclosure 2

COMMUNICATIONS COORDINATOR  
EMERGENCY ACTION CHECKLIST

Date/Time    Initial

Action

**PREPAREDNESS**

\_\_\_\_\_    \_\_\_\_\_    Work with emergency management staff and other departments that support communications operations.

**EMERGENCY PERIOD**

\_\_\_\_\_    \_\_\_\_\_    Upon notification, go to the EOC. Set up work station.

\_\_\_\_\_    \_\_\_\_\_    When you enter the EOC, obtain or provide briefing. Consult with Emergency Services Director, alternate, or Situation Analysis.

\_\_\_\_\_    \_\_\_\_\_    Review this entire checklist and other relevant data (Annex, SOPs, etc).

\_\_\_\_\_    \_\_\_\_\_    Place all communications staff on standby. Test communications links.

\_\_\_\_\_    \_\_\_\_\_    Begin EOC Activity Log.

\_\_\_\_\_    \_\_\_\_\_    Estimate required materials and support needed. Contact Logistics with information.

**RECOVERY**

\_\_\_\_\_    \_\_\_\_\_    Identify a Communication Division staff person to continue working with the Recovery Team. This work may continue for an extended period of time.

\_\_\_\_\_    \_\_\_\_\_    Prepare a report on Communications during the disaster and submit to Finance Director.

\_\_\_\_\_    \_\_\_\_\_    Participate in post-emergency debriefing and critique sessions.

\_\_\_\_\_    \_\_\_\_\_    Complete all activity documents and submit to Finance Department.

Radio Frequency List  
in Contra Costa County

EMERGENCY ALLOCATION

<u>Channel, Frequency</u>	<u>Normal Department Assignment</u>	<u>Emergency Assignment</u>
CALCORD, 156.075	Not available for "normal" operations.	On-scene disaster coordination only
L-1, 45.08	Building Inspect.	Damage Assessment
L-3, 45.24	Sheriff Communication OES Mosquito Abatement	Environmental Health for Haz/Mat
L-5, 155.04	Sheriff Utility	Sheriff, car to car
L-6, 45.68	Public Works	Damage Assmnt.
L-8, 45.56	Animal Services	Damage Assmnt.
L-9, 488.4375	Ambulance Dispatch	Ambulance Disp.
L-19, 488.9125	Medical Net	Medical Operations Center for managing ambulance, hospitals, etc.
L-24, 45.82	General Services	General Services
P-20, 460.1	County Common	Sheriff car-to-car
P-23, 154.95	Not available	Sherriff units

Contra Costa County  
Local Government Net Frequency List

1.	CALCORD			156.075
2.	Law Enforcement System			
	Sheriff	West	P-1	155.19
		Central	P-2	155.64
		East	P-4	155.31
		East (input)		154.755
		(DRCC)	P-16	460.175
		Jails	P-11	155.625
		Portables	P-19	460.275
		County Common	P-20	460.100
		South	P-22	155.28
		South	P-23	154.95
	Animal Services		L-8	45.56
	Marshall	Dispatch	P-24	45.82
		PAC	P-25	458.9125
	County Bldg Sites			
		Richmond and Los	P-26	854.3375
		Medanos College		809.3375
	Hiway Patrol	Purple-C		42.40
		Purple-S		42.16
		Portable at EOC		154.905
	CLEMARS	CLEMARS (East)	P-3	154.92
		CLEMARS (Central)	P-5	154.935
		CLEMARS (West)	P-10	460.025

3. Fire Districts	West County	F-1	46.06
	South County	F-2	46.44
	South County TAC	F-3	46.34
	ConFire Dispatch	F-4	46.38
	ConFire TAC	F-5	46.10

#### Special Districts

East Bay Regional Parks	RP-1	44.76
		45.04
	RP-2	44.76
	RP-3	44.64
	RP-4	44.96

Information Briefing Format

COMMUNICATIONS (EMERGENCY)

THE COMMUNICATIONS SECTION SHOULD PROVIDE A STATUS OF THE FOLLOWING COMMUNICATIONS CAPABILITIES TO INCLUDE WHETHER THAT SYSTEM IS FUNCTIONAL, IF NOT, WHEN SERVICE BE RESTORED.

TELEPHONES \_\_\_\_\_

COUNTY CENTREX \_\_\_\_\_

RADIO:

POLICE \_\_\_\_\_

FIRE \_\_\_\_\_

PUBLIC WORKS \_\_\_\_\_

RACES:

CITY TO COUNTY \_\_\_\_\_

CITY TO OTHER CITIES \_\_\_\_\_

CITY TO SCHOOLS \_\_\_\_\_

CITY TO MEDICAL FACILITIES \_\_\_\_\_

COMMUNICATIONS VAN \_\_\_\_\_

OTHER \_\_\_\_\_









## Annex P

### EMERGENCY PUBLIC INFORMATION

#### P.1 OBJECTIVES

This material identifies the public information roles, and sets policies and procedures for managing Emergency Public Information (EPI) before, during and after a disaster. This annex also describes the general public information organization between Orinda and Contra Costa County.

The objectives of the public information operations will be to:

- Inform the general public about an emergency and give instructions about what to do.
- Work with the media to broadcast accurate, timely information about the extent of the emergency and response efforts.
- Involve Public Information Officers (PIOs) at all levels of government and private industry in a cooperative information network.
- Perform emergency public information actions in or near the Orinda Emergency Operations Center (EOC).
- Create a media center near the City Emergency Operations Center to support news representatives.
- Control rumors by responding to public inquiries.
- Enlist the cooperation of local, state, national and international media.
- Relay emergency guidance to the affected public and provide ongoing updated information through the media.

#### P.2 SPECIFIC TERMS

##### Emergency Broadcast System

The Emergency Broadcast System (EBS) is a voluntary public service by radio and television broadcasters and other carriers in cooperation with local, state and federal government agencies. EBS provides local, state and federal authorities with a means to disseminate urgent warnings and emergency public information. The EBS may be used for brief messages which alert or warn the public when both of the following conditions are met:

- An immediate and extraordinary threat to life or property exists and
- Government officials desire that affected members of the public take

immediate and specific protective actions.

#### Emergency Digital Information System (EDIS)

The EDIS is a digital radio system for delivering official emergency public information and public safety notices to the news media and the public. EDIS provides a direct link to printers and computers systems in participating radio, television and wire service newsrooms. This helps broadcasters meet the needs of their audiences, including the hearing impaired and non-English speakers. EDIS is a volunteer partnership of the California OES, the California Department of Justice and the broadcast industry in the public interest.

Please review the Glossary in the Basic Plan for definitions of general emergency management terms.

### P.3 EMERGENCY ACTIONS

Emergency public information activities will usually be associated with the periods and phases outlined in the Basic Plan, page 5. Detailed operational concepts and emergency response actions associated with the various phases are provided in the Annex P Operations Guide. Response actions specific to a radiological emergency are contained in the Annex R Operations Guide, Enclosure R-16.

### P.4 ORGANIZATION AND RESPONSIBILITIES

#### Orinda

In Orinda a volunteer member of the Disaster Council has been designated as the Public Information Officer. The responsibilities of the PIO are:

- Talk with the Emergency Services Director (City Manager or alternate) about the content of all information prior to giving it to the media.
- Contact and work with other agencies (private, volunteer, government, special districts, etc.) within the affected area before releasing information to the media.
- Release detailed information and instructions to the public.
- Set up a rumor control system to respond to public inquiries.
- Notify county public information officers of information applicable to countywide news releases.
- Prepare for arriving dignitaries (for example, gubernatorial or



presidential visit, etc.)). Work with other agencies to obtain necessary support and/or resources.

- Request PIO mutual aid from the county if required.

## Contra Costa County

The Contra Costa County Emergency Public Information team assumes responsibility for the public information need of the unincorporated sections of the county. If assistance is needed in cities, the city PIO should request mutual aid. As appropriate, county public information staff will review mutual aid requests from the cities, contact the Local Public Information Officer, and provide response. Whatever PIO support needs the county cannot directly assist with, the County Public Information Officer will contact the State OES Region II Public Information Officer to pass on the mutual aid information.

The Assistant County Administrator (or alternate) is the County Public Information Officer (PIO), and is a member of the Contra Costa County Emergency Management Team. The County PIO leads the County Emergency Public Information team and has duties similar to those of the city PIO.

## P.5 POLICIES AND PROCEDURES

General policies and procedures for emergency public information operations in a disaster are provided below. A checklist of actions and specific information about disaster public information operations are contained in the **Annex P Operations Guide**. Special policies and procedures for radiological emergencies are provided in **Annex R, Radiological Protection**, and the **Annex R Operations Guide**.

### Media Release

- Work with Situation Analysis staff and other functions in the City Emergency Operations Center (EOC) to determine accuracy of data and which data needs to be released to the public.
- Follow the guideline for media releases contained in the **Annex P Operation Guide**.
- No information will be released without permission of the Emergency Services Director.
- Information regarding other cities or other districts will be cleared with that city or district prior to release.

- To create clear and accurate information, the County EPI team will make attempts to contact all city PIOs and other PIOs in private industry, special districts, and the volunteer agencies.
- All city PIOs are requested to contact the County EPI team before data is released to local media.

### Communications Systems

- Telephones:  
Public Information Officers (PIOs) rely heavily on the telephone to inform the media and respond to inquiries from the public. Fax machines may be used for coordination by public information officers at all levels.
- Radio:
  - \* The Radio Amateur Civil Emergency Service (RACES) may be used if telephones are out of service or to supplement telephone communications.
  - \* The Emergency Broadcast System may be activated for alerting and warning only, not for updating information. EBS can be used for giving out information regarding the type of emergency and immediate action the public should take. (County OES can activate EBS)
  - \* The Emergency Digital Information System (EDIS) may be used for updating the situation.
  - \* Local commercial radio is the most rapid means of communicating emergency information to the public. Contra Costa County OES has a special arrangement with local station KKIS (990 AM) for providing update information to the public. KKIS does have emergency power supplies to remain on the air during power shortages.
- Other Means:
  - \* Leaflets in English, appropriate non-English languages, and special large type, as required, to be distributed by volunteers.
  - \* Television stations (including cable).
  - \* Newspapers, including special emergency public information supplements in English, appropriate non-English languages, and special large type, as required.
  - \* Public safety bullhorns.
  - \* Personal contact.

### Media Access Privileges

- Media representatives have privileges that permit access to areas which, during a disaster are closed to the public. For this and other access information see the State Emergency Plan, Annex L, page L-8.



Annex P

OPERATIONS GUIDE

PUBLIC INFORMATION OFFICER

<u>ENCLOSURE</u>	<u>TITLE</u>
P-1	Public Information Officer Emergency Action Checklist
P-2	Public Information Forms
P-3	Public Information Officers
P-4	Sample Radio/TV Messages - Earthquake
P-5	Sample Radio/TV Messages - Hazardous Materials Incident
P-6	Sample Radio/TV Messages - Storm/Flooding
P-7	Sample Radio/TV Messages - Dam Failure
P-8	Media Access Information



Enclosure P-1

PUBLIC INFORMATION OFFICER

EMERGENCY ACTION CHECKLIST

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
<u>PREPAREDNESS PHASE</u>		
_____	_____	Prepare plans and SOPs outlining Public Information procedures, priorities and techniques for: <ul style="list-style-type: none"><li>● Staffing the EOC and alternate EOC.</li><li>● Communicating with PIOs from other jurisdictions.</li></ul>
_____	_____	Develop prescribed emergency information and instructions for use in newspapers, and on radio and television.
_____	_____	Make sure Emergency Public Information (EPI) material includes the visually impaired, hearing impaired and non-English speaking groups, as appropriate. Ensure that these groups receive periodic status reports.
_____	_____	Make sure the prescribed messages address all hazards the city may face, including radiological.
_____	_____	Coordinate with County OES training staff to get PIO team trained in disaster procedures.
_____	_____	Work with media representatives and OES staff to ensure procedures are in place for swift dissemination of information and instructions to the public when an emergency occurs.
_____	_____	Work with the public, to the extent possible, to let them know what to do when an emergency occurs.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
<u>EMERGENCY PERIOD/PREIMPACT PHASE</u>		
_____	_____	Go to the Emergency Operations Center and retrieve supply box from room 12.
_____	_____	Begin EOC Activity Log.
_____	_____	Place PIO Support personnel on standby. Call in if necessary.
_____	_____	Review disaster plans and SOPs with personnel.
<u>EMERGENCY PERIOD/IMMEDIATE IMPACT PHASE</u>		
_____	_____	Review this entire checklist.
_____	_____	Work with Section Chiefs and support staff to ensure accurate information is released to the public.
_____	_____	Get approval from Emergency Services Director before releasing new information to the press.
_____	_____	Make contact with other media (See Enclosure P-8 for names and numbers).
_____	_____	Assign someone to respond to public inquiries.
_____	_____	Identify staff to record and/or monitor media broadcasts and published news accounts for accuracy. Report any discrepancies for correction. File copies of all materials.
_____	_____	Update news releases as the situation evolves.
_____	_____	Maintain an Emergency Public Information release log (see Enclosure P-2).
_____	_____	File all hard copy material produced by the PIO team.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
<u>EMERGENCY PERIOD/IMMEDIATE IMPACT PHASE</u>		
_____	_____	Acquire resource(s) needed to translate press releases as necessary.
_____	_____	Request additional personnel, equipment and material to support emergency operations through Logistics Section.
_____	_____	Consider additional methods of distributing emergency instructions as required. Include foreign languages.
_____	_____	Call media briefing and conferences as appropriate. Advise and coordinate with Emergency Services Director.
_____	_____	Set up schedule of regular media briefings.
_____	_____	Upon word of possible dignitary visits, identify staff to work with other agencies to meet dignitary needs.
<u>RECOVERY</u>		
_____	_____	Release information to the public on state and federal assistance programs. Work with Recovery Coordinator for details.
_____	_____	Complete all activity documentation and prepare a report on Public Information activities during the disaster. Submit report to Finance Director.
_____	_____	Participate in postemergency debriefing and critique sessions.
_____	_____	Survey the local media for suggestions to improve EPI procedures in future emergencies.

## EPI RELEASE LOG

P - Phone report      O - Office visit  
N - News release (indicate no.)

Enclosure P-3

PUBLIC INFORMATION OFFICERS

The following is a list of PIOs from different public and private agencies and organizations. These individuals may be called upon for assistance in distributing emergency public information.

<u>ORGANIZATION</u>	<u>NAME*</u>	<u>TELEPHONE NUMBER</u>
<b>STATE</b>		
State OES, Sacramento	Tom Mullins	(916) 427-6659
State OES, Region II	None Specified	646-5908
<b>CITIES</b>		
Antioch	None Specified	757-2236
Brentwood	None Specified	634-3505
Clayton	None Specified	672-3622
Concord	Pat McDonald	671-3355
Danville	Kathy Economos	820-4699
El Cerrito	Pat O'Keefe	236-6800
Hercules	Kay Woodson	799-8200
Lafayette	None Specified	284-1981
Martinez	Ruth Steiner	372-3513
Moraga	Ross Hubbard	376-5200
Orinda	None Specified	254-3900
Pinole	Mike Radcliffe	724-8970
Pittsburg	Mary Erbez	439-4850
Pleasant Hill	Barbara Checchi	944-3272
Richmond	Leveron Bryant	620-6516
San Ramon	Karen McNamara	275-2279
Walnut Creek	Brad Rovnpera	943-5895



## OTHER

Contra Costa Water	Margaret Wilkins	674-8041
Chevron, USA	***	620-3585
East Bay MUD	Gayle Montgomery David Kelsey	891-0678 891-0613
PG&E, Contra Costa	Harry Arnott	874-2302
Red Cross, Diablo Chapter	Mae LeRoy	687-3030
Red Cross, East Bay Chapter	***	***
Shell, Martinez	Diane Kalas	***

\* These are primary contacts. Alternate, relief or other designated people may act in this person's place.

Enclosure P-4  
SAMPLE RADIO/TV MESSAGES  
EARTHQUAKE

NO INFORMATION AVAILABLE

This is \_\_\_\_\_ at the \_\_\_\_\_. An earthquake of undetermined magnitude has just been felt in the \_\_\_\_\_ area. At this time we have no confirmed reports of injuries or damage. Police and fire units are responding to the area. We will keep you updated as reports come in. Meanwhile, be prepared for aftershocks. If shaking begins again, quickly seek shelter under a sturdy piece of furniture or in a supporting doorway. If your house has been damaged and you smell gas, shut off the main gas valve. Switch off electrical power if you suspect damage to the wiring. Do not use your telephone unless you are in a life and death situation.

## UPDATE ON EARTHQUAKE

This is (identify self, position) at the (location: County EOC, etc.). The magnitude of the earthquake that struck the (identify area) area at (am/pm) today has been determined to be          on the Richter scale. The epicenter has been fixed at (area) by (scientific authority). The County Office of Emergency Services has received reports of          deaths,          injuries and          homes damaged. No dollar damage figure is yet available. Police and fire units are on the scene to assist residents.

(Continue with summary of situation.)

Aftershocks continue to be felt in the area. If you feel shaking, quickly seek shelter under a sturdy piece of furniture or in a supporting doorway. Do not use your telephone unless you are in a life and death situation.

## ROADS CLOSED

This is           (identify self, position)           at the           (scene, EOC, etc.)          .

The recent earthquake has caused severe/moderate damage in several/many areas. As of           (am/pm)           today, the following roads/streets have been closed by law enforcement officials:

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_Please avoid these roads/streets.  
If you must travel, use alternate routes. Again, those roads/streets that have been closed are \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Please stay tuned to this station for additional road closure information.

## APPROVED VIEWING SPOTS

This is (identify self, position) at the EOC, scene, etc.) The following earthquake damaged areas are still extremely hazardous and should be avoided: \_\_\_\_\_

\_\_\_\_\_

Please do not try to sightsee in these areas. You could be hurt. If you feel you must observe the damage, the following are approved viewing spots:

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_ Again, please avoid the earthquake damaged areas. You may place your life and that of others in danger. Thank you for your cooperation.



## SUMMARY STATEMENT FOR MEDIA

At approximately (am/pm) today, an earthquake registering \_\_\_\_\_ on the Richter scale struck the \_\_\_\_\_ area, with its epicenter at \_\_\_\_\_. Fire and police units were immediately dispatched to assess injuries and damage. (Indicate injuries, deaths, property damage, fires, etc., reported to date.)  
\_\_\_\_\_(#)\_\_\_\_\_ aftershocks have been felt, the largest occurring (date) at (time). Additional damage was reported (or specify damage).  
Over (#) response personnel from police and fire agencies were called into action, and the staff of the County Office of Emergency Services was put on emergency status. The Red Cross opened shelters at \_\_\_\_\_  
\_\_\_\_\_for people unable to remain in their homes and reported lodging and feeding over (#) people.

At \_\_\_\_\_ (time) on \_\_\_\_\_ (date), the County Board of Supervisors proclaimed the existence of a LOCAL EMERGENCY and requested that the Governor proclaim a STATE OF EMERGENCY. The Board also asked the Governor to request the that the President declare a Major Disaster/Emergency. Damage to private and public buildings has been estimated to exceed \$ \_\_\_\_\_

Enclosure P-5  
SAMPLE RADIO/TV MESSAGES  
HAZARDOUS MATERIALS INCIDENT

(Fill in blanks as appropriate and information becomes available. The different letters indicate options. Select one or more as appropriate).

INITIAL MESSAGE

DATE: \_\_\_\_\_ TIME: \_\_\_\_\_

This message is from the Contra Costa County Health Services Department and the Office of Emergency Services. There has been A. spill/release of

(chemical name)\_\_\_\_\_ B. fire/explosion\_\_\_\_\_

\_\_\_\_\_ C. (other)\_\_\_\_\_

at the (facility name)\_\_\_\_\_ located at  
(facility address)\_\_\_\_\_ in (city)\_\_\_\_\_ The incident occurred  
at (time)\_\_\_\_\_, and

A. (agency)\_\_\_\_\_ are on scene

B. (agency)\_\_\_\_\_ are responding to the scene

C. (other)\_\_\_\_\_

It is important that you know the (chemical or smoke) may pose a public health hazard. Avoid breathing or contacting the (vapor or smoke).

Until further information becomes available, the Health Department recommends that people avoid the area of:

(boundaries including streets and/or familiar landmarks)\_\_\_\_\_

\_\_\_\_\_ Go indoors immediately, close all doors and windows, and turn off the heating and air-conditioning systems. Remain indoors and stay tuned to this station.

We will update you on the status of this situation as soon as possible. We repeat, stay tuned to KKIS AM 990/FM 92.1 for further information.

UPDATES AS INFORMATION BECOMES AVAILABLE (Add to initial message)

STATUS:

- A. The incident has been contained/extinguished.
- B. The incident is under control and is expected to be contained/extinguished within (time frame) C.
- Emergency responders are working to get the situation under control.
- D. (Other) HEALTH

IMPACT:

- A. The (chemical or smoke) may be detected by a odor and/or a (color) cloud.
- B. The (chemical or smoke) may not be detectable by the human senses.
- C. Health effects include (e.g. respiratory irritation/eye or skin irritation/other)
- \_\_\_\_\_ If you are experiencing any of these symptoms, you may wish to contact your physician.

EVACUATION INFORMATION:

- A. If your building is affected, or if you have a history of respiratory problems, you may wish to leave the area.
- B. Due to the extended duration of the fire/release, the Health Dept. recommends that persons in the area of \_\_\_\_\_ go to the home of a friend or relative outside of the affected area, or to the shelter at \_\_\_\_\_.
- C. The following roads are closed until further notice: \_\_\_\_\_
- a. These roads are expected to be reopened \_\_\_\_\_
- b. Suggested alternate routes are: \_\_\_\_\_

ALL CLEAR

The incident at \_\_\_\_\_ has been contained/extinguished.  
Residents may now safely return to the area/resume their normal activities.

INFORMATION ONLY MESSAGE

This message is from the Contra Costa County Health Services Department and  
the Office of Emergency Services.

There has been a:

- A. spill/release of (chemical name) \_\_\_\_\_
- B. fire/explosion.
- C. (other) \_\_\_\_\_ at the  
(facility name) located at (facility address) in (city). The  
incident occurred at (time). (Agency(ies)) \_\_\_\_\_  
are on scene.  
\_\_\_\_\_  
(Other) \_\_\_\_\_

It is important that you know the incident does not pose a public health  
hazard at this time. However, the Health Department strongly recommends that  
you avoid the area and be prepared to shelter in place. To shelter in place:  
stay indoors, close all doors and windows, and turn off any heating or air-  
conditioning systems.

We will update this message as soon as more information becomes available. We  
repeat, stay tuned to KKIS AM 990/FM 92.1 for further information.

SHELTER-IN-PLACE INFORMATION:

- Close all doors, windows, and vents.
- Turn off all ventilation (heating, air-conditioning).
- Put out any fires in fireplaces and close the dampers.
- Stay tuned to KKIS AM 990/FM 92.1 for further instructions.
- Remain indoors until advised that it is safe to do otherwise.

ALL CLEAR

The incident at \_\_\_\_\_ has been contained/extinguished.  
Residents may now safely return to the area/resume their normal activities.

INFORMATION ONLY MESSAGE

This message is from the Contra Costa County Health Services Department and the Office of Emergency Services.

There has been a:

- A. spill/release of (chemical name) \_\_\_\_\_
- B. fire/explosion.
- C. (other) \_\_\_\_\_

at the (facility name) located at (facility address) in (city). The incident occurred at (time). \_\_\_\_\_ (Agency(ies)) \_\_\_\_\_ are on scene.

\_\_\_\_\_(Other)\_\_\_\_\_ It is important that you know the incident does not pose a public health hazard at this time. However, the Health Department strongly recommends that you avoid the area and be prepared to shelter in place. To shelter in place: stay indoors, close all doors and windows, and turn off any heating or air-conditioning systems.

We will update this message as soon as more information becomes available. We repeat, stay tuned to KKIS AM 990/FM 92 for further information.

SHELTER-IN-PLACE INFORMATION:

- Close all doors, windows, and vents.
- Turn off all ventilation (heating, air-conditioning).
- Put out any fires in fireplaces and close the dampers.
- Stay tuned to KKIS AM 990/FM 92.1 for further instructions.
- Remain indoors until advised otherwise.



Enclosure P-6  
SAMPLE RADIO/TV MESSAGE  
STORM/FLOODING

ROADS CLOSED

This is           (identify self, position)           from the           (office, department)          . The recent storm has caused severe/moderate flooding in several/many areas of Contra Costa County. As of           (am/pm)           today, the following roads/streets have been closed by law enforcement officials:

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_Please avoid these roads/streets. If you must travel, use alternate routes.

Again, those roads/streets that have been closed are \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_Please stay tuned to this station for additional road closure information.

## APPROVED VIEWING SPOTS

This is \_\_\_\_\_ (identify self) \_\_\_\_\_ from the \_\_\_\_\_ (office, department) \_\_\_\_\_ The following storm-damaged areas are still extremely hazardous and should be avoided:

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Please do not try to sightsee in these areas. You could be hurt. If you feel you must observe the storm damage, the following are approved viewing spots:

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_ Again, please avoid the storm-damaged areas. You may place your life and that of others in danger.

Thank you for your cooperation.

FLOODING

EVACUATION ORDERED

(To be announced by Chairman, Board of Supervisors, County Administrator, Sheriff, City Manager or other local authority.)

This is \_\_\_\_ (identify self, office) \_\_\_\_\_. The flooding situation continues in \_\_\_\_ (give location) \_\_\_\_\_ and may worsen. For your safety, I am asking that you leave the \_\_\_\_ (give boundaries of the area) \_\_\_\_\_ area as soon as possible.

(Provide evacuation routes.)

Be sure to take essential items -- medicine, special foods, personal items, baby supplies, clothing, money and valuable papers -- but do not overload your car. Secure your home before you leave. Be sure to check on any neighbors who may need assistance.

If you cannot stay with relatives or friends outside the evacuation area, go to (one of) the Red Cross shelter(s) at \_\_\_\_ (give location(s)) \_\_\_\_\_. Pets will not be allowed in Red Cross shelters. If you cannot arrange for someone outside the evacuation area to take care of your pet, \_\_\_\_ (give instructions) \_\_\_\_\_. Do not allow your pet to run loose. If you cannot arrange for your large animals to be cared for, \_\_\_\_ (give instructions) \_\_\_\_\_. If you have no means of transportation or if you are physically unable to evacuate, ask a neighbor to assist you or call \_\_\_\_\_. Otherwise, please do not use your telephone except to report an emergency. I repeat. If you live in the \_\_\_\_\_ area (give boundaries), you are requested/required to evacuate for your own safety. Stay tuned to this station for more information and instructions.

Thank you for your cooperation and your courtesy to others.

Repeat complete message.

Enclosure P-7  
SAMPLE RADIO/TV MESSAGES  
DAM FAILURE

SMALL DAM CRACK

This is (identify self, position) at the (give location) We have reports of a small crack in the \_\_\_\_\_ dam. At this time this information is unconfirmed. (Police/fire) units are responding to the area. We will keep you updated. Please do not use your telephone unless you need emergency help.

Stay tuned to this station for emergency instructions and information on the situation.

EVACUATION ORDERED

(To be announced by the Chairman, Board of Supervisors, County Administrator, Sheriff, City Manager or other local authority.)

This is (identify self, position). The crack in the \_\_\_\_\_ dam appears to be growing larger. (Knowledgeable authority) has warned that complete rupture could occur within the next few days/few hours/week. For your safety, I am asking that you leave the (give boundaries of area) area as soon as possible. The Red Cross is setting up shelters at \_\_\_\_\_  
\_\_\_\_\_. If you cannot stay with relatives or friends outside the evacuation area, go to one of these shelters. Take only essential items -- medicine, special foods, personal items, baby supplies, clothing, money, and valuable papers. Do not overload your car. Secure your home before you leave. Lock windows and doors, turn off water and gas, and disconnect all electrical appliances except refrigerators and freezers. Be sure you have a full tank of gas.

Pets will not be allowed in Red Cross shelters. If you cannot arrange for someone outside the evacuation area to take care of your pet, (give instructions). Do not allow your pet to run loose. If you cannot arrange for care of your large animals, (give instructions). If you have no means of transportation, ask help from a neighbor or friend, or walk to one of the following pickup points: \_\_\_\_\_

\_\_\_\_\_. Bring only what you can carry. A bus will take you to a Red Cross shelter.

If you are physically unable to go to a pickup point, call \_\_\_\_\_. Otherwise, please do not use your telephone. Lines must be kept free. These instructions will continue to be repeated, along with additional information about the situation. Stay tuned to this station.

Your cooperation and courtesy to others will help us to evacuate the area safely and quickly.



## Enclosure P-8

## MEDIA ACCESS INFORMATION

## PRINT MEDIA CONTACT LIST

NAME	MANAGING EDITOR	NEWS ROOM NUMBER	FAX NUMBER
<b>Antioch Daily Ledger/ Post Dispatch</b> PO Box 2299 Antioch 94531-2299	Mark Stafforini 754-9483 (fax)	757-2525	706-2305
<b>Associated Press</b> 318 Fox Plaza 1390 Market Street San Francisco 94110	Rick Stratling	621-7432	552-9430
<b>Bay Cities News</b> 1232 Market Street San Francisco 94102	Dick Fogel	552-8900 (229-3998) Mtz Bureau	552-8912
<b>Brentwood News</b> PO Box 517 Brentwood 94513	Glen Gehlke	634-2125	634-1149
<b>Contra Costa Times</b> 2640 Shadelands Dr. Walnut Creek 94598	Clay Haswell	943-8250 943-8377	933-0239
<b>Contra Costa Sun</b> PO Box 599 Lafayette 94549	Jim Grodnik	284-4444	284-1039
<b>Martinez News Gazette</b> 615 Estudillo Martinez 94553	Robert Osmond	228-6400	(707) 557-6380
<b>Newsweek</b> San Francisco Bureau 388 Market St., Ste 1650 San Francisco 94111	Patricia King	788-2651	788-4437 <u>only</u> in Emergency
<b>Oakland Tribune</b> PO Box 24424 Oakland 94623	Eric Newton	645-2222	645-2771
<b>San Francisco Chronicle</b> 901 Mission Street San Francisco 94103	Matthew Wilson	777-7319 (372-5722) Mtz Bureau	777-7131
<b>San Francisco Examiner</b> 110 5th Street San Francisco 94103	Frank McCulloch	777-7763 (229-3655) Mtz Bureau	777-2525

NAME	MANAGING EDITOR	NEWS ROOM NUMBER	FAX NUMBER
<b>San Ramon Valley Times</b> 322 So. Hartz Danville 94520	Paula Mabry	820-4011	837-4334
<b>San Ramon Tri Valley Herald</b> 4770 Willow Rd. Pleasanton 94588	Robert Cochnar	734-8600	734-8043
<b>USA Today</b> 1000 Wilson Blvd. Arlington,, VA 22229	Tom McNamara	(703) 276-3400	(703) 276-5527
<b>West County Times</b> PO Box 128 Pinole 94564	Al Pacciorini	758-8400	262-2719
<b>United Press Intl</b> 1212 Fox Plaza San Francisco 94102	Tim Findley	552-5900	552-3585

# BROADCAST MEDIA CONTACT LIST

TELEVISION STATIONS	BUSINESS PHONE NO.	FAX NUMBER
KGO-TV 7 900 Front Street San Francisco 94111	954-7777	781-2970
KPIX-TV 5 855 Battery Street San Francisco 94111	362-5500	765-8916
KRON-TV 4 1001 Van Ness Avenue San Francisco 94109	561-8000 561-8670	835-0844 561-8136
KTVU-TV 2 PO Box 22222 Oakland 94623	874-0247	874-0242
KOFY-TV 20 2500 Marin Street San Francisco 94124	821-2020	821-2020
RADIO STATIONS	BUSINESS PHONE NO.	FAX NUMBER
KABL-AM 960/FM 98.1	788-5225	981-2930
KALW-FM 91.7	648-1177	No Fax
KALX-FM 90.7	642-1111	No Fax
KCBS-AM-740	765-4000	765-4080
KGO-AM 810	954-8100	781-7957
K-KISS-AM 990/KISS-FM 92	825-9000	825-9393 686-1457 (news rm)
KMEL-FM 106.1	391-1061	392-7044
KNBR-AM 68	951-7000	951-7024
KNEW-AM 910	291-0202	465-9764
KOFY-AM	442-1800	821-2020
KSAN-FM 95	836-0910	465-9764
K101-FM 101.3	956-5101	392-7104
KSFO-AM 560 KYA-FM 93.3	398-5600	391-5464
KWUN-AM 1480	685-1480	682-5987







## Annex Q

### RECOVERY

#### Q.1 OBJECTIVES

This material outlines the activities that begin the recovery process following a disaster. Recovery programs try to lessen the community's loss, hardship or suffering. A variety of federal, state and/or private assistance programs may be available when the necessary paperwork and documentation are complete. To deliver these programs effectively, two separate categories of assistance exist: public and private.

Recovery operations for the public sector are distinctly different from private sector, and the objectives of these are to:

##### Private Sector

- Identify aid for temporary housing.
- Make federal and local food programs available.
- Clarify available financial assistance, such as disaster loans to individuals and businesses, unemployment assistance, individual and family grants, and tax relief.
- Create and/or identify available social services, such as legal services, insurance benefits counseling and crisis counseling.

##### Public Sector

- Help with or identify funding assistance to reimburse debris clearance activities.
- Identify funding assistance for life and property saving measures performed during emergency operations.
- Identify funding assistance for the repair or replacement of roads and bridges, water control facilities, public facilities, public buildings and equipment and recreational facilities and parks.
- Identify and clarify the available disaster loan programs.
- Access the use of state and federal resources (including personnel).

#### Q.2 SPECIFIC TERMS

##### Applicant Briefing

The Federal Emergency Management Agency (FEMA) and the State Office of Emergency Services (OES) sponsor this meeting for city, county, special

district and nonprofit agency officials who need to apply for federal and/or state disaster funds. The briefing is usually scheduled before Damage Survey Report (see next definition) teams arrive in the jurisdictions. The entire FEMA and State OES claim process is reviewed at the briefing.

**Damage Survey Report (DSR)**

A team of federal, state and local inspectors, conduct a detailed inspection, evaluate and estimate repair or replacement costs for damaged facilities. (These estimates are based on the predisaster condition of the facility.) A report is created and submitted on a DSR, FEMA Form 90-52. This becomes the basis for the disaster damage claim, payment of claim, and audits.

**Disaster Application Center (DAC)**

A facility set up near an affected area to provide disaster victims with a "one-stop" service center to meet their emergency or recovery needs. It is usually staffed by appropriate representatives of federal, state, county and city agencies and private service organizations.

**Federal Coordinating Officer (FCO)**

FEMA appoints a staff person to coordinate federal assistance during or after an emergency or a major disaster under the provisions of Public Law 93-288.

**Private Sector**

Individual citizens and/or privately owned businesses.

**Public Sector**

Government, educational system, and private, non-profit agencies.

**Q.3 EMERGENCY ACTIONS**

Recovery activities will usually be associated with the periods and phases outlined in the Basic Plan, page 5. Detailed operational concepts and emergency response actions associated with the various phases are provided in the Annex Q Operations Guide.

**Q.4 ORGANIZATION AND RESPONSIBILITIES**

**Volunteer Agencies**

Various volunteer organizations provide emergency relief to help meet the individual disaster victims' needs of food, clothing, shelter and medical care. These organizations include:

- The Salvation Army.

- The Mennonite Disaster Service (restoration and repair work).
- Church organizations.
- Volunteer rescue organizations (e.g. Sheriff's Search and Rescue).
- The American Red Cross.

In particular the American Red Cross helps with many recovery activities. The Red Cross does not duplicate other public or private welfare agencies' programs, nor will it assume financial responsibility for their actions. The Red Cross may help:

- \* Provide mass care and individual assistance.
- \* Assist victims in applying for federal and state disaster assistance programs.
- \* Provide or augment assistance only when victim recovery needs cannot be met through the combined resources of federal and state assistance programs.
- \* If local government needs assistance with rescue or evacuation, the Red Cross will assist.

Note: The agencies listed above file separate claims for state and federal assistance, and are audited independently.

#### Orinda

The federal and state assistance regulations define local agencies as county and city. During response in an emergency city and county agencies will work together for a local response. However, the cities and county file separate claims, maintain separate document files, and are audited independently. The cities and county accept responsibility for recovery actions within their own boundaries.

In Orinda, the Director of Finance is designated as a Local Recovery Coordinator. He/she should be sure the proper documentation begins. The coordinator should ask the Emergency Services Director to require EOC staff to complete the necessary documents. The coordinator should review what type of documents are necessary with the EOC staff. The Local Recovery Coordinator would obtain training on these forms prior to an emergency. The training should include: a review of the disaster assistance process and forms (see the State OES Disaster Assistance Procedure Manual, 1985); and understand the checklists in the Annex Q Operations Guide.

## Contra Costa County

Prior to an emergency, OES staff monitor information related to recovery operations, create the Standard Operating Procedures (SOPs) and plans, and train other county staff as available. Prior to an emergency the Emergency Services Director and Emergency Management Organization should identify specific county personnel to staff the Recovery Coordinator position in the county EOC. Until then, at the outset of a county response to a disaster, the Emergency Services Director will appoint available county staff to act as the County Recovery Coordinator. All departments will identify departmental staff to assist the Recovery Coordinator. Together this core staff will take actions to assure proper documents are maintained throughout the emergency.

Contra Costa County assumes responsibility for the unincorporated sections of the county. Each city is responsible for actions within its boundaries. In the event the disaster affects more than one city or more than just unincorporated areas, the county may activate the Contra Costa County EOC and support city activities. As appropriate, county staff will review mutual aid requests from the cities, contact the city representative with a response and document all activities. This data will be vital for claims following the disaster.

Following the disaster, each department will prepare and submit separate disaster claims to the appropriate state and federal agencies. County OES staff will work with the Recovery Coordinator and other departments' staff to develop claims and respond to any actions taken following the claims process and during any audit.

## Mutual Aid Region

Before, during and after emergencies, the State OES Region II staff may be available to answer questions regarding proper documentation and guidelines for claims.

For actions of other agencies during disaster operations, claim activities, or information regarding Recovery Operations, see the State Emergency Plan, Annex A, Enclosure A-4, and the California State OES Disaster Assistance Procedure Manual (1985).

## Q.5 POLICIES AND PROCEDURES

General policies and procedures for recovery operations are provided below. This outline is not to replace the guidance provided by the California State OES Disaster Assistance Procedure Manual. The most precise explanation of policies, procedures and programs related to recovery is found in the manual. It is the responsibility of all recovery staff to review this document.



Other federal and state guidance is listed in section Q.6 References. Some procedures for city recovery actions are covered in the Annex Q Operations Guide.

The following procedures are outlined in several federal and state publications and are consolidated below for quick reference. (These do not take the place of the federal and state guidelines.) The definition of **Local Government** in the federal and state guidance refers to city, county and special districts. For the purpose of this document, the material is personalized for the city of xxxx activities.

The Orinda Recovery Coordinator should check that the following is accomplished:

#### **Declaration of a Local Emergency**

- If conditions of extreme peril to persons and property exist, the City Council may pass a resolution declaring a Local Emergency.
- To qualify for assistance under the state Natural Disaster Assistance Act, a proclamation must be made within 10 days of the event. In addition, the City Council must review the continuing existence of the disaster, at least every 14 days, or at the earliest possible date that conditions warrant.
- A Local Emergency may be declared only by the City Council, or City Manager (pursuant to City ordinance). A declaration made by the City Manager must be ratified by the City Council within seven days.
- The Legal Advisor in the City EOC will assist the Emergency Services Director (City Manager, or alternate) in composing a Declaration of a Local Emergency. (See the Annex L Operations Guide, Enclosure L-4-a or the State OES Disaster Assistance Procedure Manual.)
- The declaration of a Local Emergency:
  - \* Gives public employees and governing bodies legal immunities for emergency actions taken.
  - \* Allows the City Manager, alternate, or other authorized officials designated by local ordinance, to:
    - Establish curfews;
    - Take any measures necessary to protect and preserve the public health and safety; and
    - Exercise all authority granted by local ordinance.



## Situation Reports

- These are usually cursory reports that describe the disaster, identify its nature and the extent of damages.
- Within four hours of the disaster onset, the cities should create this report locally then send the information to Contra Costa County. The county will consolidate city reports, identify information from the unincorporated areas and send the information to the State OES Region II.
- The region office will send the report to State OES, Sacramento.
- Information may be transmitted by telephone, fax or in person.
- Updates to the initial reports should be made whenever significant new information is available within the first 24 hours following a disaster.
- Forms for the reports should be completed. Use a Situation Report Form. (See Annex S, Situation Analysis and the State OES Disaster Assistance Procedure Manual, Exhibit 3.)

## Damage Assessment

- Local government is primarily responsible for assessing damage to both the public and private sectors.
- The cities manage information and inspection within the city boundaries; the county provides this for the unincorporated area; and special districts manage their own inspection and data.
- Within 48 to 72 hours, unless otherwise dictated by the situation, damage assessment information is reported from the cities and special districts, through Contra Costa County OES or the County Emergency Operations Center (EOC), to State OES, Region II.
- All information should be reported in numerical and dollar estimates of damage. These figures serve as the Governor's basis for proclaiming a State of Emergency or the Governor's request to the President for a Declaration of an Emergency or Major Disaster.
- Public Sector: Damage assessment sites include roads, bridges, flood control facilities, waste water treatment facilities, utilities, public buildings, schools and hospitals, and private, non-profit agencies.
- Private Sector: Reports include homes, businesses, farms, schools and hospitals, privately owned utilities, and personal possessions.
- Forms used for gathering, collating, and reporting damage assessment information are provided in the State OES Disaster Assistance Procedure

## Manual.

### Immediate State and Federal Agency Assistance

- Some state and federal agencies can operate under their own statutory authorities. These agencies can help local government respond to the emergency prior to a gubernatorial or presidential declaration of emergency or disaster. Only certain kinds of disaster assistance are provided.
- Section II of the State OES Disaster Assistance Procedures Manual details other assistance programs.

### Request for Concurrence in a Local Emergency

- After declaring a Local Emergency, the City Council may request that the Director of State OES concur and provide assistance under the state Natural Disaster Assistance Act. This act provides financial assistance for the permanent restoration of public real property, other than facilities used solely for recreational purposes, when it is damaged or destroyed by a natural disaster.
- To qualify for state concurrence in a Local Emergency, the local declaration must be made within 10 days of the occurrence. A copy of this declaration, along with the information compiled in the damage assessment process, must accompany the request for concurrence.
- The Legal Advisor in the City EOC will assist the Emergency Services Director in composing the request. (See the Annex L Operations Guide, Enclosure L-4-c, or the sample in the State OES Disaster Assistance Procedure Manual).
- Section III of the State OES Disaster Assistance Procedure Manual provides complete details regarding assistance available under the state Natural Disaster Assistance Act.

### Request Governor to Proclaim a State of Emergency

- By declaring a Local Emergency, the City Council determined that city forces are insufficient to handle the current emergency. Therefore, the City Council may request that the Governor proclaim a State of Emergency.
- The Legal Advisor in the City EOC will assist the Emergency Services Director in writing the request. (See the Annex L Operations Guide, Enclosure L-4-d, or the sample format in the State OES Disaster Assistance Procedure Manual).

- Send the request through County OES and State OES Region II. Be sure to include:
  - \* A copy of the Local Emergency Declaration;
  - \* A Damage Assessment Summary; and
  - \* Certification information requesting federal assistance (see State OES Disaster Procedure Manual, Exhibit 4-1 and 5-7).
- The request will be forwarded to the Director of OES, and then it will be presented to the Governor.

#### After the Governor's or President's Proclamation

- Applicant Briefings: If public sector assistance is authorized by the Governor or President, affected jurisdictions should send a representative to this meeting. Federal and state personnel will be present to explain how federal and state engineers will accompany damage survey teams to look at local damages.
- If private sector assistance is authorized following a Presidential Declaration, jurisdictions may be asked to:
  - \* Assist the state and federal coordinating officers in selecting sites for Disaster Application Centers (DAC).
  - \* Identify a local DAC manager and staff and other personnel to supply services. (This will be a combination of city, county, special district and volunteer agency staff.)

#### Q.6 REFERENCES

All agencies involved with recovery operations should consider having the following documents easily available at the time of disaster.

- The California State OES Disaster Assistance Procedure Manual (DAPM), 1985, is the best single document that describes the various types of assistance and its eligibility criteria. The manual outlines all the possible assistance from state and federal programs and agencies and volunteer agencies, for both public sector and private sector recovery.

The DAPM references the following laws:

- \* The federal Disaster Relief Act of 1974, Public Law 93-288, amended 1989, commonly called the "Stafford Act";
- \* The California Emergency Services Act (ESA); and
- \* The California Natural Disaster Assistance Act (NDAA), amended 1989.

• Additional federal guidelines are found in:

- \* FEMA's Civil Preparedness Guide (CPG) 1-32 "Financial Assistance Guidelines;"
- \* FEMA's CPG 1-38 "Comprehensive Cooperative Agreement - Policies and Procedures Guide;"
- \* Code of Federal Regulations, 49CFR 18: "Uniform Administrative Requirements for Grants and Cooperative Agreements to State and Local Governments; Final Rule" - "Common Rule" Federal Register Volume 53. No. 48, Friday, March 11, 1988;
- \* FEMA's Disaster Assistance Programs (DAP) #21 "Digest of Federal Disaster Assistance Programs;"
- \* FEMA's DAP #9 "Crisis Counseling Program - A Handbook for Grant Applicants";
- \* FEMA's Disaster Response & Recovery (DR&R) #5 "Community Disaster Loan Handbook;"
- \* FEMA's DR&R #7 "Documenting Disaster Damage."

• Additional state guidelines are found in:

- \* California State OES "Disaster Application Center (DAC) Handbook for Local Government DAC Managers," revised May 1986;
- \* Enclosure A-4, Recovery Operations, of the California State Emergency Plan, describes responsibilities of each of the state agencies, as well as giving an overview of recovery activities from the state's viewpoint.





Annex Q  
OPERATIONS GUIDE  
RECOVERY COORDINATOR

This material contains checklists and functional information that assists the recovery staff. Contents of the guide are listed below:

<u>ENCLOSURE</u>	<u>TITLE</u>
Q-1	Emergency Action Checklist

Enclosure Q-1

RECOVERY COORDINATOR

EMERGENCY ACTION CHECKLIST

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
<u>PREPAREDNESS PHASE</u>		
_____	_____	Get together with each function to ensure each has a method of tracking disaster costs, as outlined in the attached DR&R #7 "Documenting Disaster Damage." The key elements in documentation are the location, hours worked and duties performed (whether temporary emergency work or permanent repairs).
_____	_____	Develop a method for management to track their disaster activities (in lieu of time cards). Coordinate with Department Heads on this.
_____	_____	Watch for any revisions in federal or state laws or guidelines and revise procedures accordingly.
<u>EMERGENCY PERIOD/IMMEDIATE IMPACT PHASE</u>		
_____	_____	Upon notification, go to EOC. Set up work station. Begin monitoring other EOC staff to ensure activities necessary for future recovery actions have taken place.
_____	_____	The Situation Report (Situation Analysis staff), compiled from reconnaissance information, should be sent to the county EOC within 4 hours of the occurrence, and updated every 24 hours.
_____	_____	Mutual aid requests are addressed city to city, then city to county, then county to State OES Region II office. State OES Region II will request aid from other counties and from state agencies within the region. State OES Region II may ask OES Headquarters to request aid from counties and state agencies outside the requesting region. Mutual aid becomes mandatory when a State of Emergency is proclaimed by the Governor. Ensure the proper chain is followed, and that requests are in writing.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
_____	_____	Local and state emergency proclamations should follow the guidelines in the <b>State Disaster Assistance Procedure Manual</b> and Annex L of this Emergency Plan.
_____	_____	Documentation by each function. Ensure EOC staff are using activity logs and that field personnel are recording by location, their time, activities, equipment and materials used per the prearranged system.
_____	_____	If there is doubt that documentation is occurring, give a quick summary of what is needed during EOC staff briefings. Contact field sites and remind them that each Incident Commander should have a finance chief and/or supply officer to assist with documentation. Contact this person to get the documentation done.

#### RECOVERY

_____	_____	Work with State OES, FEMA officials, and the County Damage Assessment Coordinator to provide staff to accompany state and federal inspectors to tour damage and to complete DSRs.
_____	_____	Work with State OES and FEMA officials to decide when and where an "applicant's briefing" for the public sector will be held.
_____	_____	Work with State OES & FEMA officials and the Care and Shelter Coordinator on whether or not, and when and where a DAC will be opened, for how long, and with what staff. Ensure federal and state coordinating officers are appointed and will provide staff for federal and state programs.
_____	_____	Coordinate with county and city officials to staff the DAC.
_____	_____	Coordinate with Emergency Public Information team to get news releases and fliers out on public applicant briefing, DAC, assistance hotlines, etc.
_____	_____	Assist departments with questions regarding disaster claims, DSR teams, FEMA and State OES forms and procedures and deadlines.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
_____	_____	Compile a list of departments total #DSRs, total amount claimed by departments and amount received for OES files. Include fire, law enforcement, all other city departments. Separate DSR data by FEMA categories for future reference.







## RADIOLOGICAL PROTECTION

### R.1 OBJECTIVES

This annex establishes the operational concepts, responsibilities, and techniques to support governmental efforts to save lives and minimize radiation exposure when an emergency involving radioactive materials occurs. These emergencies may involve material being transported, stored at a fixed facility, or a nuclear detonation. It describes a system that consists of radiation monitoring to detect, measure, and report radiation intensities. The related staff actions to receive, analyze, and evaluate information are also included in this annex. Officials will use this information to make decisions on appropriate countermeasures to minimize exposure of persons and property.

The objectives of radiological protection will be to:

- Provide timely and coordinated protective actions to minimize loss of life and human suffering.
- Provide a system for monitoring, reporting, processing, and analyzing radiological data.
- Provide technical support to implement radiological countermeasures and situation analysis.
- Provide radiological monitoring equipment, maintenance, and training.
- Provide a system for receipt and dissemination of information required for effective response and recovery from an emergency involving radiological materials.

### R.2 SPECIFIC TERMS

#### Decontamination (Radioactive)

The removal or covering of radioactive contamination from a structure, area, object, or person to reduce the radiation hazard.

#### Nuclear Attack Planning Base-1990 (NAPB-90)

A Federal Emergency Management Agency publication that estimates the potential physical effects of a nuclear attack on the population of the United States in terms of the degree of the potential risk.

#### Radiological Defense (RADEF)

A program, including plans, procedures, and systems to monitor, evaluate, and report the radiological hazard resulting from a nuclear attack or related nuclear incident. It supports preventive and remedial measures to minimize the effect of nuclear radiation on people and resources.

### **Radiological Defense Officer (RDO)**

Designated staff member responsible for planning, developing, implementing, and maintaining a comprehensive RADEF system within the county. The RDO leads the planning for deployment of viable RADEF emergency response capabilities. The RDO requires technical knowledge, in addition to managerial skills, since the RDO functions as the resident expert on the effects and mitigation of the high levels of radiation expected from nuclear attack or related incidents.

### **Radiological Monitor (RM)**

Specified city and county staff are trained to measure, record, and report radiation exposure and exposure rates, and to provide limited field guidance on radiation hazards associated with the assigned operation.

Please review the **Glossary in the Basic Plan** for definitions of general emergency management terms.

## **R.3 EMERGENCY ACTIONS**

Risks associated with nuclear detonations are based on planning guidance contained in NAPB-90. Contra Costa County may be subjected to overpressure ranging from 2 to 5 pounds per square inch. Risk of fallout is medium. NAPB-90 data is maintained by the County RDO at the Office of Emergency Services.

Radiological protection activities will usually be associated with the periods and phases outlined in the **Basic Plan, page 5**. Detailed operational concepts and emergency response actions associated with the various phases are provided in the **Annex R Operations Guide**.

## **R.4 ORGANIZATION AND RESPONSIBILITIES**

The County Office of Emergency Services should have a designated RDO and trained staff. Cities should designate a knowledgeable RM to handle radiological matters. Radiological capability should include:

- A reporting network in the city and county.
- A system to send reports to the next level of government (city to county, county to State OES Region II).
- An adequate number of trained personnel to monitor shelters and exposure of emergency response staff.
- An RDO and staff to analyze radiological data, identify areas of danger, provide radiation exposure control, and recommend protective measures.

## Orinda

City government is responsible for protecting its residents. When a disaster exceeds the capability of city government, state and federal assistance is available through mutual aid or the Federal Radiological Emergency Assistance Plan. A senior RM will be designated to advise city staff and handle radiological matters in the EOC. The City Radiological Officer will:

- Identify and evaluate the threat, then recommend effective protective actions to the emergency operations center staff.
- Provide, through city or county public information officers, emergency protection information and instructions for the public.
- Receive and evaluate reports from monitoring stations and staff.
- Compile and transmit radiological data to the county RDO, if the county EOC has been activated.
- Coordinate the training of radiological monitors, which includes 12 hours initial training and 4 hours refresher training biennially.
- Acquire and maintain radiological equipment.
- Develop a monitoring station network.

## Contra Costa County

In Contra Costa County, the Office of Emergency Services plans and coordinates the RADEF program. The RDO is the County OES staff member primarily responsible for administering this county program. The County RDO coordinates with cities, Region II and State OES on matters pertaining to the program.

The County Radiological Defense Officer will:

- Complete the above tasks for the unincorporated areas of the county.
- Compile and transmit operational information and situation intelligence summaries, including radiological information, to the OES mutual aid region.
- Coordinate information with the County Public Information Officer.
- Provide a county overview of the radiological situation to the cities and public as appropriate. This should include expected fallout arrival times, anticipated dose rate, accrual dose rates, and areas of high and low radiation.

- Serve as the primary point of contact for all aspects of RADEF.
- Supervise the radiological monitoring kit distribution and exchange program.
- Serve as point of contact on radiological matters with Concord Naval Weapons Station.
- Ensure the training program meets the standards outlined in Civil Preparedness Guide 2-1.
- Supervise the administrative functions of the program.
- Maintain a current listing of National Facility Survey fallout shelters in the county.

### **Mutual Aid Region**

State OES Region II functions as an intermediate coordinating level between the Contra Costa County EOC and the State Operations Center (SOC). The State OES Region II Radiological Officer will compile and transmit operational information and situation intelligence summaries, including radiological information to the State Operations Center and to operational areas within the region.

Details of the radiological protection function at the state level can be found in the **State Emergency Plan, Annex R**.

## **R.5 POLICIES AND PROCEDURES**

General policies and procedures for radiological protection operations in a disaster are provided below. A checklist of actions and specific information about disaster radiological protection operations are contained in the **Annex R Operations Guide**.

### **Radiological Equipment**

- Civil Preparedness Guide (CPG) 1-3, **Comprehensive Cooperative Agreement (CCA)**, outlines how the Federal Emergency Management Agency (FEMA) distributed radiation detection instruments to California State Office of Emergency Services (OES). State OES distributed these devices to Contra Costa County and other counties. County OES further distributed these instruments to public and private agencies throughout the county. County OES manages this program locally.
- Approximately two hundred radiation detection kits support Contra Costa County's radiological defense program. Fire, police, and public works



departments, hospitals, school districts, federal agencies, and the Concord Naval Weapons Station comprise the list of radiation kit holders. The County RDO and the County OES manages a detailed list of the locations and type of radiological monitoring equipment.

- The County manages two models of radiological monitoring kits:
  - \* CDV 777, Monitoring Kits. The Local RMs use this kit for monitoring purposes. These are distributed to the organizations noted above.
  - \* CDV 777-2, Shelter Kits. These kits are used for monitoring radiation in shelters. The shelter kits are kept at 50 Glacier Drive, Martinez, for distribution to fallout shelters during a nuclear emergency.
- The Contra Costa OES RDO monitors the required calibration dates of radiological instruments and notifies equipment holders of calibration/exchange requirements. This is managed by an annual review of the equipment lists published by the State OES, Radiological Division.

#### Communications

- Establishing priorities for response actions rest on collecting and disseminating radiological data. Advice based on this data will be critical. However, these activities will be hampered by Electromagnetic Pulse (EMP), a surge charge produced during nuclear detonations. EMP could/will damage many communication systems. To the extent practical, communication systems should be protected against EMP in accordance with CPG 2-17, Electromagnetic Pulse Protection Guidance.
- All available surviving communication systems will be used, including local radio, teletype, and telephone. The following major communication systems will be used:
  - \* The statewide microwave system will be used to report radiological data and information. The California Department of Forestry, the State Fire Net, the Transportation, Fish and Game, and the Highway Patrol networks use parts of this microwave system. These agencies could be used to assist with reporting pertinent information.
  - \* Contra Costa County will primarily use the California Emergency Services Radio System to communicate with State OES.
- More specific information on the county communications system is contained in Annex N, Communications.

#### Nuclear Weapons Accident

- Nuclear weapons are transported daily by air, rail and highway. As the

number and type of shipments increase, so does the possibility of a nuclear weapons accident.

- An accident in which there is no release of the radioactive material is called a "Bent Arrow". A "Broken Arrow" indicates a release of radioactive material. Nuclear weapons accidents will be reported to the Joint Nuclear Accident Coordination Center (JNACC) at Kirtland Air Force Base, N. M. Phone number is 505-844-4667.

## Decontamination

- During the recovery phase, decontamination ranks high in priority. Such a process reduces or removes radioactive material from a structure, area, object, or person. Decontamination procedures aim to reduce radiation exposure to an acceptable level with minimal cost or labor. Actions taken must consider the task urgency against contaminating the staff.
- Radioactivity cannot be destroyed, but in the event of nuclear attack, the fallout radiation hazard can be reduced by some positive action.
  - (1) Remove radioactive particles from contaminated surfaces and locating them away from the area of immediate concern.
  - (2) Cover the contaminated surfaces with "shielding material," such as earth.
  - (3) Isolate a contaminated object and wait for the radiation level to decrease through the process of radioactive decay.
- To protect personnel in vital facilities and industries, such as communication centers, emergency government facilities, essential public utilities, and essential equipment will require early decontamination. It must be initiated promptly, but many decontamination activities could be deferred until the latter part of the recovery phase.
- Decontamination proceeds in two ways, Partial or Complete.
  - \* Partial decontamination usually involves the rapid, partial removal of contamination to reduce the radiation exposure rate as quickly as practical. You could also accomplish partial decontamination by covering contamination with "shielding material, such as dirt. Partial decontamination reduces radiation exposure to a level where priority work can be accomplished with reasonable safety
  - \* Complete decontamination follows partial decontamination to further reduce the radiation hazard, as required. Such action should be based on the relative importance of the facility or area while considering such issues as work-hours required, resources available, and possible alternatives to complete decontamination.

- Primarily, decontamination permits earlier reactivation of vital facilities and essential industries. To a limited degree, it could be used to improve the protection of some shelters.
- Important factors to consider:
  - (1) Radioactivity cannot be destroyed.
  - (2) The surface to be decontaminated greatly influences the method to be used.
  - (3) Proceed from the easiest to the most difficult method.
  - (4) Monitor activities periodically for effectiveness.

### Decontamination Techniques and Capability

- Decontamination Procedures Review. All decontamination procedures should be delayed as long as possible to allow exposure rates to decrease due to natural decay. Different procedures must be used to decontaminate various objects. Remember, fallout is radioactive particles. Any procedure that will remove the particles will remove the contamination. Proceed from the simple to more complex procedures.
- Personnel Decontamination. Individuals performing emergency functions (such as fire, police, rescue, ambulance services, etc.) will be directly exposed to both radioactive fallout particles and the radioactivity emitted from these particles. These individuals must exercise precautions to avoid contamination of their person. Personnel contamination may result through carelessness, improper use of protective clothing and equipment, or by accident. Remember, fallout behaves like dirt or dust and accumulates on the body like dirt. Fallout particles can be removed from exposed body parts by brushing or by washing.
- Land Area Decontamination. Water hoses may be used to wash down radioactive particles from buildings, houses, etc. Such action could concentrate the fallout in runoff areas and create "hot spots" which are highly radioactive. Therefore these radioactive areas would have to be removed or covered at some time during the recovery period. Contaminated earthen materials can be buried, or mounded by bulldozers (bunkered) to serve as a radiation shield, reducing radiation exposure.
- Water Area Decontamination. Radioactive fallout particles sink. Fallout settles to the bottom of water, ponds and lakes. The water itself acts as a shield. Most of the radioisotopes will **not** dissolve in water. However, radioactive iodine, I-131, may be a special problem in drinking water. This radioactive compound dissolves in water and is not removed by normal water processing. Special procedures, such as ion exchange, are necessary to remove radioiodine. However, the radioiodine decays rapidly. If

possible, avoid the use of open water sources for drinking water during the first few weeks. Use wells or water stored in closed containers such as holding tanks.

- Resources. Many existing city, county and private sector equipment can be used. Equipment, such as fire trucks, bulldozers, scoop loaders, street sweepers, dump trucks and similar equipment are all excellent for decontamination. Follow the decontamination procedures outlined above to determine which equipment to use.



## Annex R

### RADIOLOGICAL PROTECTION

#### OPERATIONS GUIDE

All city and county departments have a role in response to a radiological emergency. Some departments may be more heavily burdened than others. Required actions will be similar to those carried out in other disasters.

At this time, the probability of a radiological emergency requiring a coordinated county/city response is considered remote; therefore this Operations Guide contains radiological emergency checklists and procedures for all county/city departments. These checklists should be reviewed periodically by the responsible agency.

In the event a radiological emergency requires EOC activation, it is the responsibility of the County or City RDO to advise department representatives to use the Radiological Emergency Action Checklists found in this Operations Guide.

<u>ENCLOSURE</u>	<u>TITLE</u>
R-1	Staff and Location
R-2	Supporting Organizations and Responsibilities
R-3	Radiological Defense Officer (RDO) Emergency Action Checklist Response to a Nuclear War Emergency
R-4	Radiological Defense Officer (RDO) Emergency Action Checklist Response to a Natural or Technological Disaster Creating a Radiological Hazard
R-5	Emergency Services Director Emergency Action Checklist (Annex A)
R-6	Fire and Rescue Emergency Action Checklist (Annex B)
R-7	Law Enforcement and Traffic Control Emergency Action Checklist (Annex C)
R-8-a	Medical Response to a Radiological Emergency (Annex D)
R-8-b	Medical Services in Reception Areas During a Radiological Emergency
R-8-c	Medical Emergency Action Checklist
R-9-a	Public Health Response to A Radiological Emergency (Annex E)
R-9-b	Public Health Emergency Action Checklist



R-10-a Care and Shelter Response to a Radiological Emergency (Annex G)  
 R-10-b Care and Shelter Assignments for a Radiological Emergency  
 R-10-c Care and Shelter Responsibilities for a Radiological Emergency  
 R-10-d Care and Shelter Emergency Action Checklist  
  
 R-11-a Movement Response to a Radiological Emergency (Annex H)  
 R-11-b Movement Emergency Action Checklist  
  
 R-12-a Construction and Engineering Response to a Radiological Emergency  
 (Annex J)  
 R-12-b Construction and Engineering Policies During a Radiological  
 Emergency  
 R-12-c Fallout Shelter Development  
 R-12-d Construction and Engineering Emergency Action Checklist  
  
 R-13-a Supply and Procurement Response to a Radiological Emergency (Annex  
 K)  
 R-13-b Policies and Procedures for Procurement and Distribution of  
 Essential Resources During a Nuclear War Emergency  
 R-13-c Supply and Procurement Emergency Action Checklist  
  
 R-14 Legal Advisor Emergency Action Checklist (Annex L)  
  
 R-15 Damage Assessment Emergency Action Checklist (Annex M)  
  
 R-16 Public Information Emergency Action Checklist (Annex P)  
  
 R-17 Recovery Emergency Action Checklist (Annex Q)  
  
 R-18 Situation Analysis Emergency Action Checklist (Annex S)  
  
 R-19 Transportation Emergency Action Checklist (Annex T)  
  
 R-20 Utilities Emergency Action Checklist (Annex U)  
  
 R-21 Personnel/Volunteer Emergency Action Checklist (Annex V)

Enclosure R-1

STAFF AND LOCATION

The following personnel will staff the Radiological Protection function at the County EOC at 50 Glacier Drive, Martinez, or the Alternate EOC.

**Radiological Defense Officer**

OES Radiological Defense Officer  
OES Senior Emergency Planning Coordinator  
OES Emergency Planning Coordinator

**SUPPORT**

OES Staff

## Enclosure R-2

### SUPPORTING ORGANIZATIONS AND RESPONSIBILITIES

The Contra Costa County Office of Emergency Services is primarily responsible for ensuring that the missions outlined in Annex R are carried out. The following organizations may be available to support them in this mission. The enclosure(s) that contains each departments' emergency action checklist(s) is shown in parentheses.

#### Health Services Department

Medical and Hazardous Materials Teams support the program through technical advice and assistance to OES and the public. (See Enclosures R-8-a, R-8-b and R-8-c.)

#### Fire Districts

Fire personnel maintain an inventory of radiation detection equipment and ensure personnel are trained in radiological monitoring.

Fire district personnel may serve as RMs during an emergency.

During recovery, fire districts may be involved in decontamination operations. (See Enclosure R-6.)

#### Law Enforcement

Law enforcement agencies have radiation detection equipment and trained personnel. These personnel may be called upon to support radiological monitoring during an emergency. (See Enclosures R-7, R-11-a and R-11-b.)

#### Public Works Department

The Public Works has a few radiation detection kits and may be called upon to support radiological monitoring operations.

Public Works personnel and equipment may be required for decontamination operations. (See Enclosures R-12-a, R-12-b, R-12-c, and R-12-d.)

## Social Service Department

In its role as coordinator of Care and Shelter Operations, the Social Services Department may be required to use radiation detection shelter kits during emergencies. (See Enclosures R-10-a, R-10-b, R-10-c and R-10-d.)

## Private Sector

Organizations that received radiation detection kits from the county should be prepared to report radiation readings from their location.

Private sector equipment may be used for decontamination.

## Cities

Local emergency personnel play a vital role in reporting radiological information to the county and providing personnel and equipment as required and available.

RADIOLOGICAL DEFENSE OFFICER

EMERGENCY ACTION CHECKLIST

RESPONSE TO A NUCLEAR WAR EMERGENCY

The actions outlined in this checklist are to be performed or initiated by the County RDO in preparation for and response to a nuclear attack.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
		<u>PREPAREDNESS PHASE</u>
_____	_____	Annually review and update radiological protection plans.
_____	_____	Coordinate with State OES Population Protection Division to obtain the most recent National Facility Survey (NFS) of fallout shelters in the county. Send cities copies of their portions. Request that the cities conduct an annual review to keep NFS information current.
_____	_____	Develop communications and reporting networks for the distribution of radiological information.
_____	_____	Coordinate training of radiological monitors. Maintain training records and ensure that refresher training is conducted.
_____	_____	Work with the PIO to develop emergency public information bulletins advising the public of protective measures in a radiological emergency.
_____	_____	Ensure radiological monitoring equipment is distributed.
_____	_____	Periodically test equipment and communications.
_____	_____	Maintain enough shelter monitoring kits on hand at County OES. Be prepared to distribute them to designated shelters during increased readiness phases.



<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
<u>PREPAREDNESS PHASE</u>		
_____	_____	Identify and maintain a list of equipment that may be used for decontamination.
_____	_____	Maintain a list of city Rms or points of contact with radiological responsibilities.
_____	_____	Conduct or coordinate periodic exercises to ensure the radiological system's integrity. (FEMA recommends at least one exercise every four years.)
_____	_____	Coordinate with communications personnel to ensure equipment is protected from electromagnetic pulse.
<u>INCREASED READINESS</u>		
_____	_____	Review radiological personnel assignments and alerting procedures with fire, law and cities.
_____	_____	Alert fire, law and other agencies with monitoring teams to alert teams for briefing. Commence refresher training of teams.
_____	_____	Notify Emergency Operations Center (EOC) staff of increased emergency status. Request activation of the EOC by the Emergency Services Director.
_____	_____	Pass out the enclosed checklists to the other EOC Staff as each position is filled.
_____	_____	Notify Director of EOC staff positions vacant.
_____	_____	Determine and display operational readiness of monitoring and reporting stations.
_____	_____	Instruct monitoring staffs to start weapons effect monitoring and reporting procedures.
_____	_____	Upgrade protection factor of selected shelters.
_____	_____	Work closely with the PIO and the media to provide radiological protection information and basic monitoring training to the public.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
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#### ATTACK OPERATIONS

_____	_____	Contact all monitoring and reporting stations. Request each station begin reports.
_____	_____	Ensure shelter information has been distributed.
_____	_____	Evaluate the best method of protecting the public: shelter or evacuation. Consult with other departments and the Emergency Services Director.
_____	_____	Based on information from affected areas, evaluate and make recommendations to the Director on how to protect the population. Areas with more serious situations will be given highest priority.

The following pages outline actions to be taken in:

1. Undamaged areas without fallout.
2. Undamaged areas with fallout.
3. Damaged areas with fire and fallout.

#### UNDAMAGED AREA WITHOUT FALLOUT

This applies to areas with minor blast damage, fire or radiation, or areas where these effects have decreased and shelter occupancy is no longer required. The emergency organization (EOC staff) will take the following priority actions as appropriate:

- Continue or initiate preattack actions.
- Survey and evaluate the situation.
- Improve fallout shelters.
- Maintain, restore, and operate essential facilities and systems.
- Establish special safety measures, implement health controls and radiological defense countermeasures.
- Provide mutual aid to more seriously affected areas (cities or other counties).
- Provide for the basic needs of the population.

- Maintain law and order.
- Distribute emergency public information via the Director and PIO.
- Establish custody, control and security of vital resources.
- Establish priorities based on an estimate of resources and supplies.
- Allocate and distribute personnel and supplies.

#### UNDAMAGED AREA WITH FALLOUT

In fallout areas essentially undamaged by blast or fire, sheltering people takes precedence over all other operations. Many preattack operations will stop or be reduced during shelter occupancy. Unsheltered activities can increase as the radiation hazard decreases. The emergency organization (EOC staff) will take the following priority actions as appropriate:

- Continue or initiate preattack actions.
- Survey and evaluate the situation.
- Produce and distribute situation intelligence to the EOC staff; pay special attention to fallout warning and arrival time.
- Estimate remaining resources required for recovery.
- Implement health controls and radiological defense countermeasures, including decontamination of personnel and equipment.
- Occupy and manage fallout shelters and Emergency Operating Centers (EOCs) and operate communication systems.
- Evacuate persons from unsafe areas. Activate Reception Areas outside the affected areas to receive evacuees. Reassign personnel to staff Reception Centers.
- When radiation levels permit, allocate and distribute food, water, clothing, fuel, and medical supplies to shelters.
- When practical, restore, operate, and maintain other essential facilities and systems.

### DAMAGED AREA WITH FIRE AND FALLOUT

The detonation of a nuclear weapon can cause scattered fires that threaten sheltered people at distances where only minor structural damage occurs. Immediate local action is necessary to prevent fires from spreading. The emergency organization (EOC staff) will take the following priority actions as appropriate:

- Use self-help teams to fight fires.
- Use fire department personnel and equipment to contain fires that are beyond the ability of self-help teams.
- Survey and evaluate the fire situation. Take actions to protect against the immediate threat of fire. Take actions to protect against fallout.
- Move the threatened population to fire-safe, fallout-protected areas.
- Obtain reports from monitoring stations. This information dictates action taken during certain radiation levels in the area.

Listed below are guidelines to follow at different radiation levels. The department or person responsible for each action is shown. The County RDO is responsible for coordinating with the appropriate agency to ensure these actions are completed.

### LOW RADIATION

Monitor station reports dose rate in excess of 0.5R per hour and increasing.

<u>DATE/TIME</u>	<u>STAFF</u>	<u>ACTION</u>
_____	RDO & RM	Report radiation levels to next higher authority (city to county, county to region).
_____	Director	Halt nonessential outside operations.
_____	RDO & RM	Increase monitoring in shelters.
_____	RDO & RM	Report condition and location of 0.5 R reading and time it occurred to next higher level of authority (city to county, county to region).
_____	RMs	Monitor accumulated dose rates of field units engaged in essential operations outside shelter. Request field staff rotate with sheltered staff to limit exposure.

<u>          </u>	Care & Shelter	Start shelter monitoring. Occupy shelter spaces with lowest dose rate readings. Ensure Shelter Managers decontaminate new arrivals to shelter.
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Monitor stations report dose rates less than 0.5R per hour and decreasing.

<u>DATE/TIME</u>	<u>STAFF</u>	<u>ACTION</u>
<u>          </u>	RDO & RM	Report peak dose rate, time of peak, and conditions to next higher authority (city to county, county to region).
<u>          </u>	RDO	Establish exposure guidelines. Ensure this is transmitted to cities.
<u>          </u>	RMs	Coordinate transmission of guidelines to field units. Contact county personnel with any questions.
<u>          </u>	PIO	Inform the public about the decreasing fallout hazard. Advise the public to limit its exposure.
<u>          </u>	SitAnal	Poll local RMs to determine total dose received.
<u>          </u>	Public Health	Establish radiation exposure guidelines for operations outside the fallout shelters.
<u>          </u>	Disaster Medical	Adjust medical care plans to provide for radiation casualties
<u>          </u>	RDO/SitAnal	Identify populations at risk.
<u>          </u>	Movement	Initiate movement of at-risk population to limit total dose.
<u>          </u>	RM/RDO	In the event dose rates increase, report levels to next higher authority (city to county, county to region). Repeat low radiation checklist above.



### HIGH RADIATION

All monitor stations report dose rate peak greater than 50R per hour and decreasing.

<u>DATE/TIME</u>	<u>STAFF</u>	<u>ACTION</u>
_____	RDO & RM	Report the peak dose rate, time of peak, and conditions to next higher authority (city to county, county to region).
_____	RDO	Establish exposure guidelines. Ensure this is transmitted to cities.
_____	RMs	Coordinate transmission of guidelines to field units. Contact county personnel with any questions.
_____	PIO	Advise the public to stay in shelters.
_____	SitAnal	Poll local RMs to determine total dose received by field units and population.
_____	Public Health	Evaluate fallout radiation and other hazards. Establish radiation exposure guidelines.
_____	Director	Authorize emergency missions outside, only if essential.
_____	All	In the event dose rates begin to increase, report levels to next higher authority (city to county, county to region). Take appropriate action for high radiation as previously described above.

### MODERATE RADIATION

All monitor stations report dose rates decreased to less than 50R per hour.

<u>DATE/TIME</u>	<u>STAFF</u>	<u>ACTION</u>
_____	RM/RDO	Verify condition. Notify next higher authority (city to county, county to region) when 50R per hour was reached.
_____	RDO/Health	Adjust radiation exposure guidelines. Inform other services that appropriate outside operations may commence.

_____	PIO	Inform public of changes. Advise public to remain sheltered.
_____	RDO/Health	Poll RMs to determine total dose received by field units and population groups.
_____	RDO/Health	Adjust radiation exposure guidelines for operations outside shelter and schedule decontamination of important facilities.

HIGH RADIATION

Monitor stations report dose rate less than 50R per hour and now increasing.

<u>DATE/TIME</u>	<u>STAFF</u>	<u>ACTION</u>
_____	RDO/RM	Report immediate conditions to higher authority (city to county, county to region). Continue monitoring activities.
_____	PIO	Inform the public of increasing hazard. Advise public to remain sheltered.
_____	RDO/RM	Report any increasing fallout readings to next higher authority. Suspend actions begun for moderate radiation.
_____	RDO/RM	In the event all monitor stations report dose rates peak less than 50R per hour and decreasing, verify situation. Notify next higher authority of the condition, peak dose rate and time of peak.

Advised by next higher authority additional fallout is unlikely.

<u>DATE/TIME</u>	<u>STAFF</u>	<u>ACTION</u>
_____	RDO/RM	Poll all RMs. Determine local radiation level. Revise exposure guidelines, as appropriate.
_____	PIO	Advise public of situation and dose controls remaining in effect.
_____	RDO/Health	When radiation levels permit occupancy of key facilities, issue radiation control measures for workers and the public. Maintain dose controls. Periodically monitor work areas.

_____	RDO/Health	When radiation levels permit, allow limited occupancy of homes/facilities. Maintain dose controls and periodically monitor work areas. Require public and workers to sleep in shelters.
_____	RDO/RM	When radiation levels permit unlimited occupancy of key facilities and homes, allow public to remain in homes permanently. Maintain dose controls. Periodically monitor work and residential areas.
_____	PIO	Consult RDO for instructions for decontamination. Inform the public of these measures.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
		<u>RECOVERY/POSTEMERGENCY</u>
_____	_____	Coordinate with other departments to continue to identify radiological hazards.
_____	_____	Continue to require monitoring and reporting.
_____	_____	Coordinate with all public and private sector elements to enhance the decontamination effort.
_____	_____	Consult with other agencies to ensure exposure control procedures are strictly enforced for decontamination workers.
_____	_____	Request the PIO provide public information on areas that can safely be reinhabited. Also advise the public of those areas that remain unsafe for human habitation.

Enclosure R-4

RADIOLOGICAL DEFENSE OFFICER

EMERGENCY ACTION CHECKLIST

RESPONSE TO A NATURAL OR TECHNOLOGICAL DISASTER

CREATING A RADIOLOGICAL HAZARD

The actions outlined in this checklist are to be performed by the County RDO in preparation for and response to natural and technological disasters involving radiological material.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
		<u>EMERGENCY PERIOD/IMMEDIATE IMPACT PHASE</u>
_____	_____	Determine extent of damage and radiological impact. Assess geographic area affected and monitoring capability. Assign monitors as appropriate. Initiate reporting procedures.
_____	_____	Check radiological storage licenses of facilities in the affected area to determine the potential for a radiological emergency.
_____	_____	Work with Environmental Health to counter the effects of radiation and develop instructions for the public.
_____	_____	Provide the PIO information about safety measures and possible evacuation or sheltering.
_____	_____	Be prepared to augment monitoring teams with equipment and personnel from other jurisdictions or the state.
_____	_____	Arrange for support for damage assessment teams as required.
_____	_____	Coordinate decontamination activities as required.
_____	_____	Ask the Health Department to inspect foodstuffs, water, and other consummables to determine purity and usability.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
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EMERGENCY PERIOD/IMMEDIATE IMPACT PHASE

_____	_____	Obtain information from the following agencies on prevailing winds and other conditions that may affect the spread of radiological contaminants:
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National Weather Service:

Phone 364-6854(person)

364-7974(recording)

Concord Naval Weapons Station:

Phone 246-5577

Lawrence Hall of Science.

James T.Haly at 486-5251(w) and 284-7128(h)

_____	_____	In response to a hazardous material incident resulting from natural causes or an accident, the responding agency, whether it be fire, law, or health will take preventive measures to protect responders and people on the scene. Some measures are:
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\* Conduct operations upwind.

\* Establish perimeter and prevent spread of contamination.

\* Identify spilled/leaked substances. This includes locating shipping papers and placards and contacting, as required:

Shipper

Manufacturer

Fire Department

OES

CalTrans

CHP

County Health Department

_____	_____	Notify State OES Region II, or State OES Warning Center:
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Region II #646-5908

Warning Center #916-427-4990



Enclosure R-5

EMERGENCY SERVICES DIRECTOR

EMERGENCY ACTION CHECKLIST

RESPONSE TO A RADIOLOGICAL EMERGENCY

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
		<u>EMERGENCY PERIOD/IMMEDIATE IMPACT PHASE</u>
_____	_____	Consult with the RDO and Environmental Health.
_____	_____	Determine the magnitude of the incident and its impact.
_____	_____	Determine if incident requires declaration of Local Emergency.
_____	_____	Ensure the RDO works with Situation Analysis to keep abreast of developments.
_____	_____	Consult with RDO and PIO about warnings to the public.
_____	_____	Stay informed of the safety of the EOC. Be prepared to move to alternate site if it affords more radiological protection.
_____	_____	Direct county departments to implement radiological emergency actions in Annex R of this plan.

Enclosure R-6

FIRE AND RESCUE

EMERGENCY ACTION CHECKLIST

RESPONSE TO A RADIOLOGICAL EMERGENCY

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
		<u>INCREASED READINESS OPERATIONS</u>
		<u>GENERAL ACTIONS</u>
_____	_____	Review and update plans, alert and brief personnel.
_____	_____	Train volunteers to help in fire service operations.
_____	_____	Test radiological monitoring equipment and prepare to distribute to predesignated locations.
_____	_____	Help test warning systems.
_____	_____	Expand public information program on fire safety.
		<u>ACTIONS IN HAZARD AREAS</u>
_____	_____	Prepare personnel assignments for duty in the hazard area and for support to reception areas.
_____	_____	Form liaison teams to be sent to designated reception areas.
_____	_____	Consider measures to reduce vulnerability in high fire-risk areas.
		<u>ACTIONS IN RECEPTION AREAS</u>
_____	_____	Train personnel for fire safety inspections of lodging and feeding facilities and fallout shelters.
_____	_____	Train personnel in the techniques of monitoring fallout shelter upgrading operations.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
		<u>CRISIS RELOCATION OPERATIONS</u>
		<u>GENERAL ACTIONS</u>
_____	_____	Notify all personnel and place on standby duty status.
_____	_____	Coordinate fire detection procedures with the Law Enforcement Organization.
		<u>ACTIONS IN HAZARD AREAS</u>
_____	_____	Send liaison teams to designated reception areas to coordinate arrival of augmentation forces.
_____	_____	Assign personnel to duties in the hazard area and to augment forces in Reception Areas.
_____	_____	Implement 12-hour shifts and commuting schedules for the hazard area fire protection forces.
		<u>ACTIONS IN RECEPTION AREAS</u>
_____	_____	Receive and assign missions to fire units reassigned from hazard areas.
_____	_____	Assign personnel to fire safety inspection and surveillance of lodging and feeding facilities, and fallout shelter upgrading operations.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
<u>ATTACK OPERATIONS</u>		
<u>ATTACK WARNING</u>		
_____	_____	Coordinate procurement of resources for disseminating attack warning.
_____	_____	When resources and personnel are available, help disseminate the attack warning.
_____	_____	Station mobile units at assigned locations and take shelter.
_____	_____	Help fallout shelter managers with fire prevention, radiological monitoring, and other activities.
<u>ACTIONS IN AREAS EXPERIENCING WEAPON-CAUSED DAMAGE AND FIRES</u>		
_____	_____	Lead fire suppression and containment activities.
_____	_____	Organize and lead rescue operations.
_____	_____	When available assist in postshelter remedial movement operations.
<u>ACTIONS IN AREAS EXPERIENCING FALLOUT</u>		
_____	_____	Help shelter management with fire safety.
_____	_____	Help with shelter decontamination.
<u>ACTIONS IN UNAFFECTED AREAS</u>		
_____	_____	Provide support to fire and rescue operations in damaged areas.

Enclosure R-7

LAW ENFORCEMENT AND TRAFFIC CONTROL

EMERGENCY ACTION CHECKLIST

RESPONSE TO A RADIOLOGICAL EMERGENCY

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
		<u>INCREASED READINESS OPERATIONS</u>
		<u>GENERAL ACTIONS</u>
_____	_____	Review and update plans, and alert and brief personnel
_____	_____	Recruit and train personnel needed to expand capability.
_____	_____	Test warning systems.
_____	_____	Prepare to execute movement plans.
		<u>ACTIONS IN HAZARD AREAS</u>
_____	_____	Prepare personnel assignments for duty in hazard area and support, to include liaison, to designated areas.
_____	_____	Prepare to transport prisoners to detention facilities in reception areas.
_____	_____	Prepare to help transfer the judicial system and personnel to designated reception areas.
		<u>ACTIONS IN RECEPTION AREAS</u>
_____	_____	Prepare to provide traffic control to and security for Reception and Care Centers, lodging and feeding facilities, and other essential facilities (Coordinate with Supply and Procurement).
_____	_____	Devise methods of communicating with predesignated augmentation units from hazard areas.
_____	_____	Prepare to establish expedient detention facilities as needed.



<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
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CRISIS RELOCATION OPERATIONS

GENERAL ACTIONS

_____	_____	Mobilize all personnel and establish 12-hour shifts.
_____	_____	Review evacuation guidance in CPGs 2-8-12 and 2-8-13.
_____	_____	Execute Movement Plans (see Annex H, Movement Operations).
_____	_____	Shift patrol areas to increase security for potential high crime areas and essential facilities.

ACTIONS IN HAZARD AREAS

_____	_____	Send liaison teams to designated reception areas.
_____	_____	Help transfer the judicial system to reception area.
_____	_____	Relocate personnel and equipment assigned to reception area support.
_____	_____	Relocate prisoners.

ACTIONS IN RECEPTION AREAS

_____	_____	Assign uniformed personnel to Reception and Care Centers; for security deputize additional personnel, as required.
_____	_____	Increase patrol coverage of lodging, feeding and other essential facilities.
_____	_____	Expand detention capabilities.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
<u>ATTACK OPERATIONS</u>		
<u>ATTACK WARNING</u>		
_____	_____	Help disseminate the attack warning.
_____	_____	Help move people to fallout shelters.
_____	_____	When movement to shelter is complete, station mobile units at assigned locations and take shelter.
_____	_____	Maintaining law and order in fallout shelters.
<u>ACTIONS IN AREAS EXPERIENCING WEAPON-CAUSED DAMAGE AND FIRES</u>		
_____	_____	Help with postshelter remedial movement operations.
<u>ACTIONS IN UNAFFECTED AREAS</u>		
_____	_____	Provide support to law enforcement and traffic control operations in damaged areas.

MEDICAL

RESPONSE TO A RADIOLOGICAL EMERGENCY

Medical Operations during radiological emergencies will be governed by the following essential actions relating to increased readiness, crisis relocation and nuclear attack (with or without warning). Detailed actions are provided in the Emergency Action Checklist, which is included as a part of this Enclosure.

**INCREASED READINESS OPERATIONS**

If a threatening international crisis develops, all public and private medical service providers will be mobilized, and a Disaster Medical Care Organization will be established. This organization will require participation by many public and private agencies and individuals that normally operate independently. During a worsening crisis, measures to increase readiness and capability for crisis relocation and attack operations will be undertaken by all elements of the organization. This will include reviewing and updating plans and resource information, alerting personnel, training and assigning additional personnel, ensuring that facilities and equipment are in a state of readiness, and other measures to increase capabilities to carry out emergency missions.

**CRISIS RELOCATION OPERATIONS**

If crisis relocation is ordered, the large number of people moving into reception areas will increase the demand for medical resources. All elements in reception areas will be required to augment their capabilities with personnel, equipment and supplies relocated from hazard areas. Hospitals in reception areas will be required to discharge certain patients and be prepared to receive and care for patients arriving from hazard areas, and all hospital staffs should be prepared to work 12-hour shifts. These staffs will be augmented by relocated professional medical personnel. Medical services in reception areas are described in Attachment 2.

Crisis relocation operations will be conducted in the following phases:

**Alert (Mobilization) Phase**

In response to the alert to prepare for crisis relocation, all personnel associated with the Disaster Medical Care Organization at the various levels should be mobilized and assigned emergency missions. Necessary actions will be taken to discharge hospital patients whose conditions permit such action, to move patients from hazard to reception areas, and to staff all medical facilities accordingly. Reception areas will make preparations to receive people being relocated from hazard areas.

### **Movement Phase**

During this phase, required augmentation support will be dispatched from hazard to reception areas.

### **Sustaining Phase**

Once relocatees have been registered and assigned to lodging, feeding and fallout shelter facilities, and patients from hazard areas have been relocated to medical facilities in reception areas, the demands for medical resources will be altered considerably.

One or more Medical Aid Stations will be needed in reception areas at each Reception and Care Center. One physician and two nurses should be on duty at each Lodging Section. In sections with large populations, additional Aid Stations may be established as required. Ambulance and paramedic services in reception areas will be augmented by support from hazard areas.

In the partially vacated hazard areas, the demands for medical services will be reduced; but, a minimum level of service must be maintained to support essential workers and other people.

### **ATTACK OPERATIONS**

If an attack warning is received during the crisis, all service providers will take shelter in designated facilities and provide services to the sheltered population as available resources and conditions permit.

MEDICAL SERVICES IN RECEPTION AREAS

DURING A RADIOLOGICAL EMERGENCY

If crisis relocation is ordered during a radiological emergency, it will be necessary to expand medical services in reception areas. A tiered system of providing such services is one effective means.

TIER 1

The first tier in the medical care delivery system will consist of first aid units, supervised by infirmaries. Essentially, the first aid units will act as a screen to prevent the overuse of the infirmaries. The units will be responsible for servicing the medical needs of the population who are afflicted with:

- Minor injuries.
- Illnesses needing limited medical attention/treatment.
- Emergency conditions requiring quick transportation to a hospital or infirmary.

Depending on the medical needs that arise, the first aid units may be either mobile or stationary. Each infirmary should decide whether mobile or stationary units are more practical for its area. Usually, some combination of mobile and stationary units will be desired. Some criteria for first aid unit organization are set out below:

- One unit should be available for every 1,000 people.
- Each unit should be composed of six nurses.
- All units should operate on a 24-hour basis, with the staff scheduled for 12-hour shifts.
- Staff members should report to the infirmaries before their shift begins.
- Supplies should be distributed to the nursing staff when they report for duty.
- Each staff team should have at least one driver and one vehicle to handle emergency transportation.

Records will not be required at this level of health care. Each unit should be responsible for ordering all the supplies it needs for each day.



## TIER 2

The second tier of medical care will consist of infirmary facilities. These infirmaries would be responsible for the treatment of the most critical conditions. They will function as clinics for the seriously ill and as dispatchers for the second tier of medical care.

Each Reception and Care (R&C) Center should have an infirmary within its area of responsibility. Its size will be dependent on the total postrelocation population of the area. The staff of the R&C Center should determine the number of people within its area after relocation.

The following guidelines for staffing have been developed and should prove helpful in the organization of infirmaries. An estimate of required staffing; provided below, has been calculated based on an expected daily patient load of approximately 500 people per 100,000 population in the infirmary area.

<u>Staff</u>	<u>Per 1,000,000 Population</u>
Physicians	100
Nurses	200
Clerical workers	100
Pharmacists	50

The patient load is broken down by condition in the next two sections.

<u>Acute Conditions</u>	<u>Per 100,000 Population</u>
Pregnancy, delivery and disorders	10
Injuries	105
Infective and parasitic disease	75
Respiratory conditions	175
All other acute conditions	50

<u>Chronic Conditions</u>	<u>Per 100,000 Population</u>
Cardiovascular disease	90
Diabetes	5
Respiratory attacks	9
Gastrointestinal disease	5
Convulsive disorders	1

Total: 525/100,000 population

The figures presented above may, of course, underestimate the actual case load. Increased numbers of patients requiring medical aid may result from stress-induced complications brought on by relocation or from the outbreak of communicable diseases. If more staffing is needed, licensed people in the health field who are not being used can be drawn on.

Although every infirmary should establish a reception desk to greet patients and begin record flow, each will be responsible for its own internal station organization. The records that are begun by the receptionist are necessary and should be organized in an efficient and logical manner. For each patient treated, the following information must be recorded:

- Infirmary address
- Patient name
- Facility address or number
- Predisaster address
- Physician referred to
- Diagnosis
- Treatment
- Signature of physician or nurse

Based on the expected daily patient loads and staff observations of patient needs, the procurement personnel should process orders for specific medical supplies. A store of pharmaceutical supplies should always be present in the infirmary facilities. Prescription drugs should be made available only through the infirmary stations.

Infirmary staffs are responsible for dispensing critical supplies and prescription drugs to the first aid units of Tier 1.

Enclosure R-8-c

MEDICAL

EMERGENCY ACTION CHECKLIST

RESPONSE TO A RADIOLOGICAL EMERGENCY

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
		<u>INCREASED READINESS OPERATIONS</u>
		<u>GENERAL ACTIONS</u>
_____	_____	Review and update plans and resource information.
_____	_____	Review status of hospitals, medical personnel and other operating elements.
_____	_____	Review planned assignment of medical personnel.
_____	_____	Arrange for the reduction of in-patient census in medical facilities.
_____	_____	Prepare to disseminate medical self-help information to the public. (Coordinate with the Emergency Public Information Officer.)
		<u>ACTIONS IN HAZARD AREAS</u>
_____	_____	Prepare personnel assignments for hazard area duty and support to reception areas.
_____	_____	Determine number of patients to be relocated to reception areas.
		<u>ACTIONS IN RECEPTION AREAS</u>
_____	_____	Determine what personnel and resources will be needed if crisis relocation is directed.
_____	_____	Prepare to expand medical facilities to handle patients being relocated from hazard areas.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
<u>CRISIS RELOCATION OPERATIONS</u>		
<u>GENERAL ACTIONS</u>		
_____	_____	Work with Medical Operations and Supply and Procurement to mobilize public, private, and volunteer organizations that provide medical services.
_____	_____	Advise all medical personnel to report to emergency duty stations.
<u>ACTIONS IN HAZARD AREAS</u>		
_____	_____	Coordinate with designated medical facilities to assure their preparedness to respond to the needs of essential workers and other people remaining in the area.
_____	_____	Relocate hospital patients who can be moved to designated reception areas.
_____	_____	Ask Transportation Coordinator to obtain transportation for medical resources required to support operations in reception areas.
<u>ACTIONS IN RECEPTION AREAS</u>		
_____	_____	Coordinate with medical facilities to assure their preparedness to respond to the needs of both residents and relocatees.
_____	_____	As required, establish temporary hospitals and Aid Stations to handle patients being moved from hazard areas.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
<u>ATTACK OPERATIONS</u>		
<u>ATTACK WARNING</u>		
_____	_____	Transfer patients who can be moved from medical facilities to fallout shelters.
_____	_____	As feasible, transfer medical supplies to f a l l o u t shelters to provide in-shelter emergency medical care.
_____	_____	Direct all medical personnel to move to fallout shelter and to help shelter managers.
<u>ACTIONS IN UNAFFECTED AREAS</u>		
_____	_____	Provide support to medical operations in damaged areas.



PUBLIC HEALTH

RESPONSE TO A RADIOLOGICAL EMERGENCY

Public Health operations during radiological emergencies will be governed by the following essential actions relating to increased readiness, crisis relocation and nuclear attack (with or without warning). Detailed actions are provided in the Emergency Action Checklist, which is included as a part of this Enclosure.

**INCREASED READINESS OPERATIONS**

If a threatening international crisis develops, all health service providers will be mobilized and a Disaster Public Health Organization will be established. This organization will require participation by many public and private agencies and individuals that normally operate independently. During a worsening crisis, measures to increase readiness and capability for crisis relocation and attack operations will be undertaken by all elements of the organization. This will include reviewing and updating plans and resource information, alerting personnel, training and assigning additional personnel, ensuring that facilities and equipment are in a state of readiness, and other measures to increase capabilities to carry out emergency missions.

**CRISIS RELOCATION OPERATIONS**

If crisis relocation is ordered, the large number of people moving into reception areas will increase the demand for health resources. All elements in reception areas will be required to augment their capabilities with personnel, equipment and supplies relocated from hazard areas.

Crisis relocation operations will be conducted in the following phases:

**Alert (Mobilization) Phase**

In response to the alert to prepare for crisis relocation, all personnel associated with the Disaster Public Health Organization at the various levels should be mobilized and assigned emergency missions. Reception areas will make preparations to receive people being relocated from hazard areas.

**Movement Phase**

During this phase, required augmentation support will be dispatched from hazard to reception areas.

## Sustaining Phase

Once relocatees have been registered and assigned to lodging, feeding, and fallout shelter facilities the demands for health resources will be altered considerably.

Because the relocated population will generate an increased amount of garbage and refuse that could provide a breeding ground for disease carrying insects and rodents, there will be a need to increase the frequency of refuse collection in reception areas. Public health and environmental sanitation personnel will need to concentrate their efforts on sanitation and vector control in and around lodging and food service facilities.

In the partially vacated hazard areas, the demands for health services will be reduced, but a minimum level of service must be maintained to support essential workers and other people.

## ATTACK OPERATIONS

If an attack warning is received during the crisis, all service providers will take shelter in designated facilities and provide services to the sheltered population as available resources and conditions permit.

Enclosure R-9-b

PUBLIC HEALTH

EMERGENCY ACTION CHECKLIST

RESPONSE TO RADIOLOGICAL EMERGENCY

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
		<u>INCREASED READINESS OPERATIONS</u>
		<u>GENERAL ACTIONS</u>
_____	_____	Review and update plans and resource information.
_____	_____	Review status of health personnel, drug supplies/suppliers and other operating elements.
_____	_____	Review planned assignment of health personnel.
_____	_____	Reassign HazMat teams to more effectively implement a communications and monitoring system.
_____	_____	Contact private industry with monitoring capability.
_____	_____	Prepare to disseminate public sanitation information to the public. (Coordinate with the Emergency Public Information Officer.)
_____	_____	Review status of drinking water supplies and solid and liquid waste disposal systems.
_____	_____	Update plans for food inspection, inoculation, immunizations, housing inspection and vector control.
		<u>ACTIONS IN RECEPTION AREAS</u>
_____	_____	Determine augmentation needs if event crisis relocation is directed.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
<u>CRISIS RELOCATION OPERATIONS</u>		
<u>GENERAL ACTIONS</u>		
_____	_____	Mobilize public and private organizations that provide health services.
_____	_____	Advise all sanitation personnel to report to emergency duty stations.
<u>ACTIONS IN HAZARD AREAS</u>		
_____	_____	Transport required health resources to support operations in reception areas.
<u>ACTIONS IN RECEPTION AREAS</u>		
_____	_____	Expand public health inspections of water supplies and feeding and lodging facilities.
<u>ATTACK OPERATIONS</u>		
<u>ATTACK WARNING</u>		
_____	_____	Direct all health personnel to move to fallout shelter and to help shelter managers.
<u>ACTIONS IN UNAFFECTED AREAS</u>		
_____	_____	Provide support to health operations in damaged areas.

CARE AND SHELTER

RESPONSE TO A RADIOLOGICAL EMERGENCY

Care and shelter operations during radiological emergencies will be governed by the following essential actions relating to increased readiness, crisis relocation and nuclear attack (with or without warning). Detailed actions are provided in the Emergency Action Checklist, which is included as a part of this Enclosure.

**INCREASED READINESS OPERATIONS**

During an international crisis that poses a threat of nuclear war, the cadre of the Care and Shelter Organization will be activated and expanded. (See Enclosure R-10-b, Care and Shelter Assignments for Radiological Emergency and Enclosure R-10-c, Care and Shelter Responsibilities for Radiological Emergency.) If the decision is made to mobilize in anticipation of crisis relocation, arrangements will be made to support essential workers and others remaining in hazard areas by preparing to open and operate the best available shelters. Concurrently, preparations will be made in reception areas to receive relocatees arriving from hazard areas. Arrangements also will be made to use facilities for lodging, feeding and fallout shelter. Residents in reception areas will be advised to contact the nearest Reception and Care Center to volunteer space in their homes for lodging relocatees and to obtain fallout shelter information. During this period, all governmental agencies charged with care and shelter responsibilities will mobilize and prepare to complete assigned missions.

**CRISIS RELOCATION OPERATIONS**

Crisis relocation operations will be conducted in the following phases:

**Alert (Mobilization) Phase**

In response to the alert to prepare for crisis relocation, preparations will be made to relocate people from hazard to reception areas. Staffs in hazard areas will provide food service and other support services to essential workers who will be commuting from nearby reception areas, to institutionalized people and others who cannot relocate, and to stay-puts who require it. Staffs in reception areas will activate Reception and Care Centers and prepare to receive incoming relocatees and assign them to lodging, feeding and fallout shelter facilities. Fallout shelter upgrading, which will be provided by the Shelter Development Organization, will commence in hazard areas to meet the requirements of essential workers and stay-puts, and in reception areas to meet the requirements of relocatees and the resident population.



## Movement Phase

This phase begins with the public announcement of relocation procedures and continues until all residents in hazard areas who desire to relocate have done so, or until such activity has been interrupted by the receipt of an attack warning. In reception areas, relocatees will be routed off highways to designated Reception and Care Centers where they will be registered and assigned to lodging facilities and be provided information on feeding, medical care, fallout shelter and other essential services. Residents in reception areas will be urged, through the Emergency Public Information (EPI) program, to volunteer to host relocatees in their homes, thus relieving overcrowding in lodging facilities.

## Sustaining Phase

This phase begins with the arrival of relocatees in reception areas and continues while the relocatees are there. Efforts will be concentrated on sustaining both the relocatees and the resident population and on upgrading fallout shelter for the combined population. Shelter upgrading also will continue in hazard areas as required.

## ATTACK OPERATIONS

If an attack warning is received, designated large fallout shelters in hazard areas and Reception and Care Centers in reception areas will become Shelter Complex Headquarters, responsible for managing the fallout shelters within their respective areas. (Note: Management staffs should be assigned during increased readiness and crisis relocation operations.)

Enclosure R-10-b  
CARE AND SHELTER ASSIGNMENTS FOR  
A RADIOLOGICAL EMERGENCY

<u>Assignment</u>	<u>Personnel</u>
Contra Costa County EOC	Care and Shelter Coordinator
Reception and Care Center*	Center Director
	Registration and Information Coordinator
	Lodging Coordinator
	Feeding Coordinator
	Health and Welfare Coordinator
	Resources and Support Coordinator
	Fallout Shelter Coordinator
	Lodging Facility Manager
	Feeding Facility Manager
	Fallout Shelter Manager

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\* The Reception and Care Center also will function as Fallout Shelter Complex Headquarters.

CARE AND SHELTER RESPONSIBILITIES FOR  
A RADIOLOGICAL EMERGENCY

1. CARE AND SHELTER COORDINATOR

- Directs Care and Shelter Operations within the jurisdiction.
- Mobilizes the organization cadre and recruits additional staff.
- Appoints Directors of Reception and Care Centers.
- Directs the activation and staffing of Reception and Care Centers and coordinates the management of operations among the centers.
- Manages requests for support from the centers and provides liaison with other coordinators on the local staff.
- Coordinates fallout shelter preparations and operations.
- Reports to the County Care and Shelter Coordinator on local operations and needs, and assists in the coordination of operations throughout the county.

2. RECEPTION AND CARE CENTER

2.a Center Director

- Mobilizes the center staff, activates the center and directs all center operations.
- Assigns tasks and responsibilities to staff assistants.
- Reviews reports from staff assistants regarding the status and needs of relocatees in lodging and feeding facilities.
- Requests assistance from the Local Care and Shelter Coordinator to ensure that all support requirements (law, fire, medical and supply) are fulfilled.
- Coordinates the release of Emergency Public Information about center operations.
- Reports operational problems and other information to the Local Care and Shelter Coordinator.

- In an attack situation, functions as the Director of a Fallout Shelter Complex Headquarters.

## 2.b Registration and Information Coordinator

- Activates Registration Unit and prepares to receive relocatees.
- Accepts and reviews offers from local residents to host relocatees in their homes and maintains an appropriate registry.
- Assigns relocatees to lodging facilities and volunteered residences.
- Establishes and maintains master relocatee registration locator files.
- Reports the census of relocatees to the Center Director.
- Following relocatee registration, operates an information center for both residents and relocatees.
- Reports operational problems and registration information to the Center Director.

## 2.c Lodging Coordinator

- Coordinates the activation, staffing, supply and operation of lodging facilities.
- Monitors assignment of relocatees to lodging facilities.
- Assures that information bulletins are posted in facilities to keep relocatees informed of feeding schedules, the provision of medical and health services, fallout shelter locations and other emergency services.
- Reviews relocatee assignments to determine projected supply requirements.
- Arranges for the removal and storage of building contents if required, in coordination with building owners or occupants.
- Assures that lodging staffs and relocatees assist in upgrading fallout shelters.
- Coordinates training requirements of staff and relocatees in first aid, medical self-help and radiological monitoring.
- Maintains records of supplies, resources and personnel needs and capabilities.

- Reports operational problems and other lodging information to the Center Director.
- Monitors operations of lodging facilities.
- Coordinates support requests from individual Lodging Facility Managers.
- Provides liaison between the center staff and Lodging Facility Managers.

#### 2.d Feeding Coordinator

- Coordinates the activation, staffing, supply and operation of feeding facilities.
- Monitors assignments of relocatees to feeding facilities.
- Keeps the Center Director informed about staffing needs, food and equipment surpluses or deficits, overcrowding and storage requirements.
- Processes requests for assistance and coordinates food and sanitation inspection procedures, fire protection, security of sites and storage areas, and food supply requirements with appropriate local coordinators.

#### 2.e Health and Welfare Coordinator

- Maintains registry of relocating medical and health personnel.
- Assigns relocating medical and health personnel to Medical Aid Stations.
- Coordinates the operation of Medical Aid Stations and other health services according to the direction and guidance of the Local Disaster Medical and Public Health Coordinators.
- Coordinates crisis counseling services, religious services, recreation, child care and other emergency welfare programs for relocatees and the resident population.
- Coordinates the donations of emergency resources.
- Determines requirements for supplemental clothing, personal hygiene supplies, any medical and health services and other special needs of the sheltered population.



- Reviews complaints and grievances regarding the provision of care services and makes appropriate recommendations.
- Reports operational problems and other health and welfare information to the Center Director.

#### **2.f Resources and Support Coordinator**

- Procures and distributes resources and services to lodging and feeding facilities.
- Maintains inventory of resources and services.
- Acts as liaison with the Local Resources and Support Organization.
- Reports operational problems and other information to the Center Director.

#### **2.g Fallout Shelter Coordinator**

- Monitors the inspection of upgraded and expedient fallout shelters upon their completion.
- Coordinates with training teams to assure that accelerated training is conducted and, if possible, expands the program to include relocatees and residents.
- Coordinates the procurement of supplies to stock shelters.
- Reports operational and other information to the Center Director.

### **3. Lodging Facility Manager**

- Organizes and manages a lodging facility.
- Prepares facility for occupancy.
- Coordinates the provision of required services such as fire protection and security.
- Posts information to keep relocatees informed of food service arrangements, health and medical services, fallout shelter locations and other services.
- Recruits relocatees to assist in upgrading fallout shelters and performing other tasks.

- Places requests with the appropriate Center Lodging Section Coordinator for bedding supplies, personnel and other resources.
- Reports operational and other information to the appropriate Center Lodging Coordinator.

#### 4. Feeding Facility Manager

- Organizes and manages a feeding facility.
- Prepares facility for occupancy.
- Coordinates the provision of required services, such as public health inspections, fire protection and security.
- Requests food and other supplies through the Center Feeding Coordinator.
- Requests cooks, assistants and support staff from the Center Feeding Coordinator.
- Reports operational problems and other information to the Center Feeding Coordinator.

#### 5. Fallout Shelter Manager

- Prepares fallout shelter for occupancy.
- Organizes fallout shelter management.
- Assures that the fallout shelter staff receives expedient training.
- Reports operational problems and other information to the Center Fallout Shelter Coordinator.

Enclosure R-10-d

CARE AND SHELTER

EMERGENCY ACTION CHECKLIST

RESPONSE TO RADIOLOGICAL EMERGENCY

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
<u>INCREASED READINESS OPERATIONS</u>		
<u>GENERAL ACTIONS</u>		
_____	_____	Review and update plans, and alert and brief personnel.
_____	_____	When directed, expand service cadre and fully mobilize the Care and Shelter Organization.
<u>ACTIONS IN HAZARD AREAS</u>		
_____	_____	Prepare the best available shelters for occupancy including, if required, facilities upgraded to offset any shelter deficit. (Coordinate with construction and engineering)
<u>ACTIONS IN RECEPTION AREAS</u>		
_____	_____	Arrange for facilities to be used as Reception and Care Centers, and for lodging, food services and sheltering.
_____	_____	Review procedures for registering and assigning relocatees to lodging, food services and shelter facilities.
_____	_____	Alert printing offices to prepare for printing of registration and other necessary forms. If authorized, issue printing orders. (In coordination with Supply and Procurement.)
_____	_____	Advise the Resources and Support Coordinator of requirements for food, water and personnel support for the increased population.
_____	_____	Coordinate with Construction and Engineering to begin preparing fallout shelters for occupancy.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
<u>INCREASED READINESS OPERATIONS</u>		
<u>ACTIONS IN RECEPTION AREAS</u>		
_____	_____	Provide for training and assignment of shelter managers and shelter staffs.
<u>CRISIS RELOCATION OPERATIONS</u>		
<u>GENERAL ACTIONS</u>		
_____	_____	Order all staff to report for duty.
_____	_____	Prepare existing and upgraded shelters for occupancy and coordinate additional upgrading requirements with the Construction and Engineering Coordinator.
_____	_____	Coordinate the procurement of supplies and stocking of fallout shelters with the Resources and Support Coordinator.
_____	_____	Organize shelter management teams; complete readying shelters for occupancy; coordinate with the Fire and Rescue Coordinator to reduce fire vulnerability.
<u>ACTIONS IN HAZARD AREAS</u>		
_____	_____	Activate plans for supporting essential workers, institutionalized people, the aged, the critically ill, stay-puts and other special groups that cannot be relocated.
<u>ACTIONS IN RECEPTION AREAS</u>		
_____	_____	Activate and operate Reception and Care Centers and lodging and feeding facilities.
_____	_____	Monitor arrival of relocatees at Reception and Care Centers and provide information to the Law Enforcement and Traffic Control Organization for traffic control operations.
_____	_____	Maintain records of relocatee assignments and report information to the Emergency Operating Center (EOC).
_____	_____	Provide services and supplies to meet the needs of residents and relocatees.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
_____	_____	Coordinate with resources to recruit relocatees to help with reception and care, shelter upgrading and other emergency operations.
		<u>ATTACK OPERATIONS</u>
		<u>ATTACK WARNING</u>
_____	_____	Disseminate public warning and assist in movement to shelters. (Coordinate with Law Enforcement)
_____	_____	Receive population in designated shelters.
_____	_____	Position sheltered population in basements or central portions of lower rooms for maximum protection from direct weapons effects.
_____	_____	Assign tasks to law, fire and other service personnel assigned to shelters.
_____	_____	Provide services and supplies to support the sheltered population.
_____	_____	Manage shelter operations.
_____	_____	Report shelter status and other required information to the appropriate EOC.
		<u>ACTIONS IN IMPACTED AREAS</u>
_____	_____	As required, assist in post-attack damage assessment, fire suppression and remedial movement.



MOVEMENT

RESPONSE TO A RADIOLOGICAL EMERGENCY

Movement operations during radiological emergencies will be governed by the following essential actions relating to increased readiness, crisis relocation and radiological attack (with or without warning). Detailed actions are provided in the Emergency Action Checklist, which is included as a part of this Enclosure.

**INCREASED READINESS OPERATIONS**

During an international situation that poses a threat of radiological war, all transportation and traffic control agencies will prepare for the possible implementation of crisis relocation. Agencies will review and update plans, accelerate training, assure that equipment is maintained in a state of readiness, alert personnel, and stockpile materials and equipment needed for relocation. Transportation requirements will be determined and arrangements made for use of available transportation resources.

It is expected that local jurisdictions and state agencies will be alerted prior to a public announcement of crisis relocation. All agencies responsible for implementing the plan will recall off-duty personnel, mobilize reserves and auxiliaries, and assign emergency missions. Traffic control forces will be deployed to duty stations, and resources needed for traffic control will be brought into position. Final arrangements will be made for providing needed transportation. Preparations will be made in reception areas to receive relocatees from hazard areas.

**CRISIS RELOCATION OPERATIONS**

When crisis relocation is announced to the public, traffic controls will be put in place throughout hazard and reception areas, and on designated movement routes. Traffic control and transportation operations will focus on assisting and expediting the movement of relocatees. Constraints will be employed only when needed to protect individuals and to hasten movement operations. Relocatees arriving in a reception area will be directed off the movement routes to Reception and Care Centers. Relocatees with personal destinations (i.e., homes of friends or relatives) will be accommodated to the maximum extent possible, since this will lessen the burden placed on facilities in the reception area.

Once relocatees have been registered and assigned to lodging, movement by private auto will be curtailed. Movement operations will then focus on transportation of critical resources and on transporting essential workers to and from hazard and reception areas. Wherever possible, essential workers will be organized into groups and transported by local transit agencies. Buses used to transport essential workers will remain in the hazard area throughout the work shift. This

will allow essential workers to be transported to assigned shelters if an attack warning is received. Access controls will be established to prevent unauthorized access to the hazard areas.

#### ATTACK OPERATIONS

If an attack warning is received during the crisis, local traffic control personnel will help direct people to available fallout shelters. When the general population has completed movement to shelter or if an attack occurs, all transportation and traffic control personnel will take shelter. When conditions permit, transportation assistance will be provided for remedial movement.

MOVEMENT

EMERGENCY ACTION CHECKLIST

RESPONSE TO A RADIOLOGICAL EMERGENCY

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
<u>INCREASED READINESS OPERATIONS</u>		
<u>IF ADVISED TO REVIEW AND UPDATE EMERGENCY PLANS</u>		
_____	_____	Review and update movement plans, related SOPs and assignments.
_____	_____	Distribute plan and brief officials. (Coordinate with Law Enforcement)
_____	_____	Establish call-up procedures for primary and backup movement control staff.
_____	_____	Provide orientation sessions on updated plan to operating elements of the movement organization. (Coordinate with Law Enforcement)
_____	_____	Review Emergency Public Information (EPI) material on movement instructions and develop additional media instructions as necessary, in coordination with the Emergency Public Information Officer. These instructions will include where and how to relocate, and any other information that may be needed.
<u>IF ADVISED TO IMPROVE READINESS</u>		
_____	_____	Conduct combined, coordinated exercise of primary traffic control and transportation personnel.
_____	_____	Establish liaison with the Civil Air Patrol and with other potential support organizations.
_____	_____	Coordinate with Transportation Coordinator to conduct surveys to confirm availability of transportation resources, including traffic counters, surveillance aircraft and tow trucks.
_____	_____	Confirm location of Reception and Care Centers and highway signs to direct relocatees to reception centers.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
<u>IF ADVISED TO IMPROVE READINESS</u>		
_____	_____	Confirm movement routes and locations where: freeway access will be prohibited; freeway access will be metered; Emergency Highway Traffic Regulation Posts will ????
_____	_____	Confirm planned assignment of essential workers to specific Reception and Care Centers and facilities.
<u>IF ADVISED TO IMPROVE CAPABILITY</u>		
_____	_____	Request CalTrans, county/city Public Works Departments to procure materials and to begin fabrication of directional/route signs.
_____	_____	Request Resource and Support augment communications capability, and upgrade level of maintenance.
_____	_____	Conduct test exercise of the communications system.
_____	_____	Work with Resources and Support to establish any necessary contracts or arrangements for use of equipment (i.e., traffic counters, tow trucks, surveillance aircraft).
<u>IF DIRECTED TO ATTAIN MAXIMUM PREPAREDNESS</u>		
_____	_____	Conduct reconnaissance of Motorist Aid Staging Areas. Include facilities of affected nonlaw enforcement agencies in reconnaissance (i.e., CalTrans, road, street and public works departments, tow truck operators, gas station operators).
_____	_____	Request that CalTrans monitor evacuation routes to assess the degree of spontaneous evacuation.
_____	_____	Set up and maintain status boards for primary links in the transportation network.
_____	_____	Request that Transportation Coordinator procure vehicles to move limited mobility relocatees. Ensure transportation for essential workers between hazard and reception areas.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
<u>CRISIS RELOCATION OPERATIONS</u>		
<u>IF DIRECTED TO MOBILIZE FOR RELOCATION</u>		
_____	_____	Request that Construction and Engineering install movement control signs.
_____	_____	Check communications with traffic control field forces and log in operational units.
_____	_____	Call up movement control and transportation staff.
_____	_____	Fully mobilize movement operations groups at all levels.
<u>IF ALERTED THAT RELOCATION IS IMMINENT</u>		
_____	_____	Deploy traffic control personnel to duty stations including: <ul style="list-style-type: none"> <li>• Signalized intersections where traffic flow would be inhibited;</li> <li>• Access control points, including locations where freeway access is prohibited, and where freeway access is metered;</li> <li>• Emergency Highway Traffic Regulation Posts; and</li> <li>• Parking areas at Reception and Care Centers where efficient traffic flow needs to be maintained.</li> </ul>
_____	_____	Activate surveillance system, including count stations and aerial surveillance to monitor relocation.
_____	_____	Request that the Transportation Coordinator dispatch tow trucks to staging areas.
<u>WHEN RELOCATION ORDER IS ANNOUNCED</u>		
_____	_____	Activate all access and traffic controls. Obtain frequent reports on traffic conditions and remaining capacities of reception areas. (Coordinate with Law Enforcement.)
_____	_____	Broadcast continual messages ordering people to evacuate, and advising them of road conditions, status of freeway ramps and remaining capacities to reception areas. (Coordinate with the County PIO.)



<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
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CRISIS RELOCATION OPERATIONS

WHEN RELOCATION ORDER IS ANNOUNCED

_____	_____	Advise people without personal means of transportation to go to designated locations where they will be picked up and transported to reception areas. (Coordinate with the County PIO.)
_____	_____	Change signs along evacuation routes as reception areas are filled to allocated capacity and as hazard areas are evacuated.

## CONSTRUCTION AND ENGINEERING

### RESPONSE TO A RADIOLOGICAL EMERGENCY

Construction and engineering operations during radiological emergencies will be governed by the following concepts and essential actions relating to increased readiness, crisis relocation and nuclear attack (with or without warning). Special policies relating to the redistribution, procurement and use of construction supplies and materials and/or the application of construction equipment are provided in Enclosure R-12-b, Construction and Engineering Policies During Radiological Emergency. Organizational and operational concepts for fallout shelter development are provided in Enclosure R-12-c, Fallout Shelter Development. Detailed actions are provided in the Enclosure R-12-d, Construction and Engineering Emergency Action Checklist.

#### INCREASED READINESS OPERATIONS

During an international crisis that poses a threat of nuclear war, all agencies charged with the responsibilities of providing and/or controlling construction and engineering support will prepare for the possibility of crisis relocation or an attack. Agencies will review and update plans and take necessary action to ensure that sufficient personnel, equipment and supplies will be available to support emergency operations. Resource data and operating procedures will be reviewed and all information updated to reflect current capabilities and needs. Construction and Engineering Coordinators will ensure that service and resource providers and operating units are aware of their responsibilities and assignments. Providers will take action to ensure that personnel, facilities and equipment are operationally ready and available for emergency use. This should include accelerating and expanding inventories where appropriate. If the crisis worsens, preparations will be made to reconfigure distribution systems (food, fuel, etc.) to support possible crisis relocation movement and sustaining operations.

#### CRISIS RELOCATION OPERATIONS

If crisis relocation is ordered, initial heavy demands will be placed on Construction and Engineering Organizations. All construction and engineering resources will be required for shelter development operations.

Crisis relocation operations will be conducted in the following phases:

##### Alert (Mobilization) Phase

In response to the alert to prepare for crisis relocation, all Construction and Engineering Organizations will be fully mobilized and all

essential elements of the private sector will be informed to be prepared for crisis relocation. Shelter development operations will begin in both hazard and reception areas. Signs to support movement operations will be prepared and installed.

#### **Movement Phase**

During this phase a full mobilization of Construction and Engineering Organizations (if not already completed) will be required to support essential operations and to sustain populations in both hazard and reception areas. The redirection of essential resources (personnel, material, equipment, etc.) will be initiated.

#### **Sustaining Phase**

During this phase efforts will be concentrated on sustaining both relocatees and residents in reception areas and continuing the development of shelters to provide adequate protection for the combined population. Shelter development will continue in the partially vacated hazard areas for those remaining and for commuting essential workers.

#### **ATTACK OPERATIONS**

If an attack warning is received during the crisis, service providers will help move people to shelter and mobile equipment to designated locations. Service providers will then take shelter and assist in shelter management. The Construction and Engineering Organizations will have a large role in postattack operations, including assessing damage, clearing debris and decontaminating areas.

CONSTRUCTION AND ENGINEERING POLICIES DURING

A RADIOLOGICAL EMERGENCY

The following policies govern the redistribution, procurement and use of construction supplies, materials and equipment during radiological emergencies.

1. Since most reception areas do not have sufficient construction equipment available to meet requirements for fallout shelter development and expansion of sewage treatment facilities, local resources will be augmented by equipment and operators from nearby hazard areas. After all publicly owned equipment from both hazard and reception areas have been committed, contracts will be let for privately owned equipment.
2. Reception areas located near hazard area boundaries and those with the highest probability of fallout will have highest priority for use of construction equipment for shelter development. (Note: Since most of the available equipment is normally located in hazard areas, this policy will permit maximum and early use of equipment closest to its point of origin and will reduce the early need for highway transport when residents in hazard areas need all available highway capacity for relocating to reception areas.)
3. Emergency organizations in reception areas should make initial estimates of need for additional shelter spaces and for augmented sewage systems based on hosting allocations.
4. Wholesalers redistributing their inventories to retailers in reception areas should consult with appropriate Local and County and/or State Movement Coordinators for best times and routes to move material and/or equipment and for needed transportation resources.
5. Fallout shelter construction will be performed according to the policies and procedures outlined in Enclosure R-12-c, Fallout Shelter Development.



## FALLOUT SHELTER DEVELOPMENT

### 1. SITUATION AND ASSUMPTIONS

This attachment assumes that there would be a period of international crisis preceding any nuclear attack on the United States that would allow time for government to increase its readiness and ability to protect the population. The organization and resources needed to develop shelters will be augmented, organized, mobilized and begin to function during a crisis. During this period, shelter upgrading and construction activities will be started on a limited scale to minimize disruption to normal activity, then increased to a full-scale effort and completed by full-scale crash programs, as the need for radiological civil protection appears more likely and more imminent.

### 2. CONCEPT OF SHELTER DEVELOPMENT OPERATIONS

This part of the attachment describes the concept of shelter development operations and the way in which operations can be adjusted to meet the requirements posed by the crisis. It describes how shelter development activity may be "staged," with the early stages conducted in a manner so that Contra Costa County's normal activity is not disrupted. It also describes how this development may take place on a limited scale at first, transforming later into a crash program in which all available resources, public and private, are directed toward the construction of fallout shelters. Criteria are set forth for determining shelters to be upgraded or constructed first. Also included are essential activities associated with the procurement and allocation of materials and equipment, maintaining liaison, and administering contracts.

#### 2.a Staged Shelter Development

While the assumed time frame under planning policies for upgrading and construction activity is 72 hours, it is unlikely that the task could be successfully completed in that period unless substantial preparations have been completed. But, because preparedness activities leading to upgrading would disrupt the normal operations of buildings that are now in everyday use, large-scale preparations would have a very disruptive effect on the county and its economy. This plan presents a phased approach to shelter augmentation that allows small-scale preparatory activities that would cause minimal disruption to commence early in the crisis period. On the other hand, the construction of expedient shelters could be initiated during the early crisis period, well before a decision to relocate, as this would cause a minimum amount of disruption. Government land and resources could be used for this purpose, and government funds expended.

General contractors could undertake much of the construction activity. Depending on the level of effort desired, some normal commercial building



construction might have to be curtailed.

Upgrading techniques usually require the placement of soil or other suitable material around the periphery of a structure to provide fallout protection and, if necessary, blast protection. Soil should be placed on the roof or the floors above the shelter space. Some structural modifications may be required to support the additional soil loads.

Stage I shelter upgrading activities, those that would not disrupt normal use of buildings, could start during the early crisis period. At this time, windows and other exterior openings should be shored and soil should be placed around the outside walls.

Stage II shelter upgrading activities would involve structural modifications and stockpiling soil near building entrances for use inside the buildings or for overhead protection. Normal use of the building would have to cease. Stage II also would involve the commitment of available construction resources, personnel and equipment, at the expense of "normal" construction.

Stage III upgrading, spreading soil on the floors or roofs of buildings, would take place if crisis relocation were ordered.

## 2.b Scale of Operations

Shelter development work may begin as a limited or full-scale operation, depending on the seriousness, duration and nature of the crisis conditions that precipitate it. It is not possible to predict how a crisis may develop or how responsible governments may respond to events as they unfold. A plausible example of a limited operation would be one in which, during an extended crisis, the government decides to begin a serious program of enhancing shelter capability, but does not choose to go to full mobilization of resources. Under this scenario, existing government construction contracts would be terminated or modified, and these contractors, with other available contractors, would commence emergency shelter construction over a period of weeks or months. At the other end of the spectrum would be a crash program during which all non-defense-related construction would be halted, and all available public and private resources would be mobilized and directed toward emergency shelter construction. In both examples, as well as any option in between, the federal or state governments would declare an emergency, normal construction would be curtailed or modified, and emergency authorities, funding levels, and procedures would be employed to hasten the shelter development efforts.

If shelter development were to begin before the order was given to evacuate high-risk areas, most of the work would be done by conventional construction contractor and/or government agency efforts. After the order to evacuate, shelter development work would require a combined operation

by construction contractors and by the public, with the contractors providing supervision and specialized equipment, but with the bulk of the labor provided by the public. In zones where large numbers of new shelter spaces are required, the organizations involved in shelter development may consist of hundreds of people.

A simplified contract document provided by the state or federal government would be necessary if the effort were undertaken on a crash basis. It would outline the scope of work and provide plans, specifications, and requisition forms for material, equipment and labor, as well as standard contract terms regarding costs and procedures.

## **2.c Shelter Development Priorities**

Because time and resources for developing shelter will be limited, it is important to determine which of the shelters within the county should be upgraded or constructed first. The highest priority should be assigned to developing needed shelter spaces in areas outside hazard areas. High priority also should be assigned to areas with large deficits in existing shelter space.

## **2.d Materials Coordination**

Materials coordination will include the control, allocation and distribution of construction material and tools needed for emergency shelter construction work throughout the county. Emergency functions include ensuring that suppliers are prepared to honor requisitions from construction contractors and periodically monitoring existing stocks. Where necessary, augmentation of stocks from other areas may be requested through the County Construction and Engineering Coordinator, who will resolve any conflicting demands for scarce materials and impose restrictions, as necessary, on the sale of building products and other materials, supplies and services essential to shelter construction.

## **2.e Allocation and Control of Equipment**

Effective utilization, control, allocation and reallocation of construction equipment will be necessary for emergency shelter construction work. During an emergency, the inventory of available equipment will be managed to ensure that this equipment is properly used and efficiently reallocated to new job sites. Necessary restrictions will be placed on the use of transportation and construction equipment resources for activities other than shelter construction. Controls will be required to ensure that adequate supplies of fuel (gasoline and diesel), oil and lubricants are made available to support shelter construction activities. Equipment owners (rental yard, corporation yard, distributor, etc.) will be expected to make their equipment available to construction organizations under shelter contracts. Staff will be

assigned to ensure that the suppliers are prepared to honor requisitions from authorized contractors and will periodically monitor equipment usage and availability.

Requisitions for additional equipment resources will be submitted to the County Construction and Engineering Coordinator. If the requirements cannot be met from resources available within the Contra Costa County, appropriate requests will be sent to the OES Mutual Aid Region Construction and Engineering Coordinator. The region will be notified if the county has surplus equipment resources so that the state can distribute these resources to other jurisdictions.

#### 2.f State Liaison

This function will include preparing status reports on resource requirements, availability and utilization, and responding to inquiries from the state for reallocation of resources to other counties. Requests to the state for additional resource support will be coordinated and processed by this staff unit. This liaison will exist only at the county level and will be staffed by purchasing agents assigned by local government. Purchasing agents and estimators from private sector firms will provide additional staff if necessary.

#### 2.g Contract Administration

Standard contracts and contract packets will be provided by the state or federal government. Depending on the scenario that drives the shelter development efforts, this function may be a contract administration effort using normal contract procedures or a massive crash program where emergency procedures are employed and all nonemergency construction activity is terminated. The contract administration element will keep records of contracts issued and any contracts terminated.

All contracts will be negotiated at the county level but will be managed in the jurisdiction where the actual work will be done. All change orders affecting work will be done by the Deputy State Emergency Purchasing Agent in the jurisdiction. Notification of changes shall be provided to Contra Costa County.

### 3. PHASED SHELTER DEVELOPMENT ACTIONS

Most shelter development would take place during the increased readiness and crisis relocation phases of a radiological emergency. It is assumed that during each of these phases a sequence of escalating events would occur that would cause the state or federal governments to advise or order measures for increasing the level of preparedness of emergency organizations. The shelter development actions to be taken in response to such advice are outlined below.



### 3.a Increased Readiness Actions

During a worsening crisis, there will be increasing recognition of the possibility of a nuclear exchange. It is assumed that the threat resulting from this deteriorating condition will be recognized soon enough to permit meaningful preparedness actions, and that shelter development activities will commence on receipt of advice or instructions from the state or federal governments, as outlined below:

#### (1) Advised to Review and Update Emergency Plans.

- Review and update plans for organizing shelter development operations.
- Distribute plan and brief appropriate officials.

#### (2) Advised to Improve Readiness

- Conduct shelter development staff exercises, conferences, or workshops.
- Start expanding the cadre of key personnel.
- Encourage residents to volunteer use of their basements for shelter space. (Coordinate with the Emergency PIO.)
- Begin detailed shelter survey of existing and upgradable spaces identified in the NFS and all volunteered home basements to determine which spaces can be used.
- Develop detailed upgrading or construction drawings for all needed structures.
- Determine the number of expedient shelter spaces needed and their construction locations.
- Identify contractors and develop standby plans and agreements.
- Begin updating construction equipment and resources inventory.
- Start expedient shelter construction and Stage I shelter upgrading.

#### (3) Advised to Improve Capability

- Further expand the organizations needed to manage shelter development.
- Complete shelter survey and detailed construction plans.

- Complete construction equipment and resources inventory.
- Obtain contractor services.
- Continue construction of expedient shelters and Stage I upgrading activity in priority areas.
- Advise residents on techniques for upgrading home basements. (Coordinate with the Emergency PIO.)
- Establish controls on sale of essential construction materials.

(4) Ordered to Attain Maximum Preparedness

- Fully mobilize management organizations.
- Fully mobilize public and private construction organization and resources needed for shelter development.
- Obtain the services of available contractors in host and risk areas for shelter upgrading.
- Begin Stage II shelter upgrading.
- Begin procurement and movement of needed construction personnel, equipment and materials from other counties.
- Continue expedient shelter construction and advice on home basement upgrading.
- As expedient shelters are completed, prepare them for occupancy and stock with necessary supplies.

### 3.b Crisis Relocation Actions

- Further expand the work force engaged in shelter development by incorporating and assigning tasks to all able-bodied people (residents and relocatees) not having other emergency duties.
- Carry out Stage III upgrading activities and complete all construction of expedient shelters.
- Prepare shelters for occupancy.

### 3.c Attack Actions

- In hazard areas, all people involved in shelter development should take the best available shelter immediately.



- In reception areas, all people should continue improving fallout protection until fallout radiation is detected, then all people should take the best available shelter, and operations outside shelters will be terminated.

#### 4. SHELTER DEVELOPMENT RESOURCES AND REQUIREMENTS

This part of the attachment describes materials needed for shelter development and requirements for construction equipment.

Material requirements for shielding and shoring and for the construction of ventilation units consist of dimensioned lumber, sheets of plywood and sandbags.

Construction vehicles, including dozers, front end loaders (FELs) and backhoes, will perform most of the soil excavation and placement required to provide adequate shielding for shelter structures. Soil excavation for home basement upgrading would be performed manually by residents. It will not be possible for all the soil required for upgradable spaces to be excavated at the shelter sites. About half the needed soil will be excavated from borrowpits within a few miles of the shelter sites. This will require additional time and transportation resources. All soil needed for expedient shelters probably could be excavated from areas close to the construction sites.

Shelter development will be based on the assumption that it would be completed in three 20-hour days. This would be a crash program, with all normal construction activity suspended and all available resources devoted to shelter upgrading and construction. Thus, the equipment requirements are considered a worst-case estimate. If there were an extended crisis, shelter development would more likely take place in the phased approach described above instead of in a crash program, and much of the soil excavation and hauling would be done on a smaller scale early in the crisis period. By the time full mobilization of construction resources was ordered, a significant portion of the work would have been done, and less equipment or less time would be necessary to complete shelter development.

Construction equipment requirements are specified in terms of equipment equivalents. Various combinations of construction equipment are considered equivalents if they can perform at the same hourly production rate. Equipment requirements for excavation and loading of soil at borrow pits, for example, are identified as FEL's and dozers or equivalent combinations of equipment that can excavate and load soil at the rate of 210 cu. yds. per hour.

#### 5. SHELTER DEVELOPMENT ORGANIZATION AND RESPONSIBILITIES

This part of the attachment describes the shelter development functions that will be performed by the County and Local Shelter Development Organizations. It identifies the key management positions within the local organization and provides an overview of the responsibilities of each position. A checklist that identifies specific tasks to be performed by each position is also provided.

## 5.a County Shelter Development Organization

Control and coordination of the fallout shelter construction efforts within Contra Costa County will be the responsibility of the County Shelter Development Organization, which will be organized by and responsive to the County Shelter Development Coordinator (Construction and Engineering Coordinator). The organization will be developed early in the increased readiness phase and will manage all the necessary functions during that period. The primary functions of this organization will be to inventory construction materials, equipment and labor, and to distribute these resources between the jurisdictions. These functions are particularly important because, often, the construction resources found within a given area will not be adequate for the shelter construction planned for that area. This organization also will be responsible for surveying proposed shelters in the zones. Contracts for the construction work will be administered at the county level, or by the state, because contractors will often be working at many zones and sites, either concurrently or sequentially. Finally, the county organization will be responsible for providing liaison with appropriate state agencies.

While a county Shelter Development Organization will be developed early in the crisis period, local organizations will not be needed until shelter upgrading and construction begins. Local Shelter Development Coordinators (Construction and Engineering Coordinators) will be delegated operational control of the contractors and resources allocated to their jurisdictions and will be responsible for the specific construction activities undertaken. Field organizations needed to supervise and carry out shelter development will vary in size from area to area, based on the amount of construction required in each area. In areas where no new or upgrading construction is needed to eliminate a shelter deficit, material and equipment resources may be reallocated to support activities in other areas.

## 5.b Local Shelter Development Organization

### Shelter Development Coordinator

The Construction and Engineering Coordinator will function as the Shelter Development Coordinator, and will oversee all shelter development activities within the jurisdiction. He/she will be responsible for coordinating with the County Shelter Development Organization, and for disseminating public information about shelter development within the jurisdiction.

### Materials and Equipment Distributor

The Materials and Equipment Distributor will allocate resources needed for shelter development among shelter sites, and will be responsible for notifying the County Materials and Equipment Coordinator of material and equipment needs and surplus.

### Contract Administrator

The Contract Administrator will manage contracts and be responsible for informing the County Contract Administrator of any changes or needs for additional services. All change orders affecting work will be done by the Deputy State Emergency Purchasing Agent in the jurisdiction.

### Shelter Construction Director

The Shelter Construction Director will oversee the shelter development work under way within the jurisdiction. He/she will request the services of construction contractors as needed and will manage the recruitment and training of construction field teams. Coordination with the County Materials and Equipment Coordinator will be important to ensure an appropriate distribution of resources. The number of personnel required for the construction field teams and their functions are described later in this plan.

## 5.c Local Shelter Development Organization Checklist

### Shelter Development Coordinator

- Oversees shelter development.
- Coordinates the appointment of key staff members of the organization.
- Disseminates public information and instructions on shelter upgrading and construction, in coordination with the Emergency PIO.
- Recruits and/or requisitions and deploys skilled labor for field construction teams.

### Materials and Equipment Coordinator

- Monitors and records construction use of resources at the shelter sites.
- Requests necessary resources from the County Coordinator and notifies of any surplus resources available.

### Contract Administrator

- Requests necessary contractor services from the county.
- Deploys contractors within and, as required, between jurisdictions.



- Manages contractors and monitors contractor services performed at each shelter site.

#### Shelter Construction Director

- Coordinates with the Materials and Equipment Coordinator and the Service and Support Coordinator to identify needed equipment and materials.
- Recruits personnel to expand cadre of Shelter Development Supervisors and general laborers.
- Coordinates with the Contracts Administrator to secure needed construction services.
- Oversees contractors hired to train Shelter Construction Supervisors and staff. (This cadre will then train other supervisors, staff and the public.)
- Coordinates with the County Shelter Development Coordinator to prepare any necessary public information on the subject of shelter construction and upgrading.
- Mobilizes field construction organizations.
- Coordinates with the Materials and Equipment Coordinator on the resource needs at each shelter site.
- Identifies need for skilled labor and notifies the Shelter Development Coordinator of any deficit or surplus.
- Coordinates with the Service and Support Coordinator to stock shelters for occupancy when they are completed.

#### 5.d Size of the Shelter Development Organization

The Shelter Development Organization will require personnel with a wide range of skills. To the extent possible, an effort will be made to place local officials and local residents with special skills in appropriate positions within the Shelter Development Organization. The Care and Shelter Organization will keep records of job skills and distribute people with particular shelter development skills. Skilled labor needed for the organization also may be available through the county. The size of the Shelter Development Organization will depend on the amount of shelter development required.

A large amount of labor skilled in construction operations will be needed for shelter development. Estimates have been made of the numbers of skilled laborers needed for borrow pit operations, including pit bosses,

flagmen and signalmen. Skilled labor requirements will increase, therefore, in proportion to the amount of soil that must be excavated and the number of borrow pits to be used as sources of soil. Skilled laborers will be needed and must be organized to perform other tasks associated with upgrading shelters and constructing expedient shelters.

Shelter Development Teams will be organized, with each team consisting of an equipment operator, two supervisors, and between five and ten general laborers. These teams will accompany each piece of construction equipment and work at several shelter sites each day. Training and managing unskilled laborers at the shelter sites will be the responsibility of the Shelter Development Teams.

The unskilled labor available within the jurisdiction may perform a large portion of the shelter development work, such as soil excavation and placement. This will reduce construction equipment requirements significantly. The amount of unskilled labor available for shelter development will depend upon existing personnel resources, the amount of labor needed for operations other than shelter development, and the unique capabilities and ages of the individuals assigned to each shelter.



CONSTRUCTION AND ENGINEERING

EMERGENCY ACTION CHECKLIST

RESPONSE TO A RADIOLOGICAL EMERGENCY

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
		<u>INCREASED READINESS</u>
_____	_____	Review availability and location of heavy construction equipment and materials required for fallout shelter development.
_____	_____	Coordinate with Resources and Support to contact major suppliers of essential materials (including building materials, etc.) and arrange for redistribution should crisis relocation be ordered.
_____	_____	Review plans and requirements for the construction of expedient shelters and/or the upgrading of existing facilities, and implement, if directed.
		<u>CRISIS RELOCATION</u>
_____	_____	Arrange for resources to upgrade existing facilities to meet the shelter requirements of essential workers and others remaining in hazard areas.
_____	_____	Arrange for resources to construct expedient shelters and upgrade existing facilities to meet the shelter requirements of the residents and relocated people in reception areas.
_____	_____	As required, procure, allocate and use essential resources. (Work with Resources & Support)
_____	_____	If not already done, provide and install signs and barricades in support of crisis relocation movement operations. (Work with Resources and Law Enforcement)

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
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ATTACK OPERATIONS

_____	_____	Station mobile equipment at designated locations and take shelter.
_____	_____	Assess surviving resources and assist in postattack operations by allocating available resources for clearing debris and decontaminating areas.

## Enclosure R-13-a

### SUPPLY AND PROCUREMENT

#### RESPONSE TO A RADIOLOGICAL EMERGENCY

Supply and procurement operations during radiological emergencies will be governed by the following concepts and essential actions relating to increased readiness, crisis relocation, and nuclear attack (with or without warning). Special policies and procedures for the procurement and distribution of essential resources are provided in Enclosure R-13-b, Policies and Procedures for Procurement and Distribution of Essential Resources During Nuclear Emergency. Detailed actions are provided in Enclosure R-13-c, Supply and Procurement Emergency Action Checklist.

#### INCREASED READINESS OPERATIONS

During an international crisis that poses a threat of nuclear war, all agencies charged with the responsibilities of providing and/or controlling essential resources and support services will prepare for the possibility of crisis relocation or an attack. Agencies will review and update plans and take necessary action to ensure that sufficient resources and support will be available to support emergency operations. Resource data and operating procedures will be reviewed and all information updated to reflect current capabilities and needs. Resources and Support and Supply and Procurement Coordinators will ensure that service and resource providers and operating units are aware of their responsibilities and assignments. Providers will take action to ensure that personnel, facilities and equipment are operationally ready and available for emergency use. This should include accelerating and expanding inventories where appropriate. If the crisis worsens, preparations will be made to reconfigure distribution systems (food, fuel, etc.) to support possible crisis relocation movement and sustaining operations.

#### CRISIS RELOCATION OPERATIONS

If crisis relocation is ordered, initial heavy demands will be placed on the Resources and Support Organization in hazard areas. Buses and other transportation resources must be organized to move relocatees without private transportation to reception areas according to appropriate movement plans. Transportation resources must be organized to provide for the delivery of supplies to reception areas and to sustain the resident and relocated populations.

Crisis relocation operations will be conducted in the following phases:

## Alert (Mobilization) Phase

In response to the alert to prepare for crisis relocation, buses and other forms of transportation will be organized and prepared to move persons without private transportation from hazard to reception areas. All Resources and Support Organizations will be fully mobilized and all essential elements of the private sector (transportation, food and fuel suppliers and others) will be informed to be prepared for crisis relocation.

## Movement Phase

During this phase a full mobilization of Resources and Support Organizations (if not already done) will be required to support essential movement operations and to sustain populations in both hazard and reception areas. The redirection of essential resources (food, fuel, equipment, etc.) will be initiated.

## Sustaining Phase

During this phase efforts will be concentrated on sustaining both relocatees and residents in reception areas. Because demand for fuel for private vehicles will be reduced after relocatees arrive in reception areas, fuel supplies will be restricted and maintained for emergency operations, and for the delivery of essential equipment and supplies. The provision of food for both the relocatees and residents in reception areas will require major changes in the statewide distribution system.

## ATTACK OPERATIONS

If an attack warning is received during the crisis, service providers will help move people to shelter, and mobile equipment to designated locations. They will then take shelter and assist in shelter management. The Resources and Support Organizations will have a major role in postattack operations, including the restoration of essential services, providing transportation for remedial movement and assessing damage.

POLICIES AND PROCEDURES FOR PROCUREMENT AND DISTRIBUTION  
OF ESSENTIAL RESOURCES DURING NUCLEAR WAR EMERGENCY

1. General

- a. Resources redirected by the state will be consigned to jurisdictions in reception areas by commercial suppliers on credit, with the understanding that payments will be deferred until the postcrisis or postattack period.
- b. Documentation of consignments of goods to local jurisdictions will be done using the forms normally used by the authorized purchasing agents of the jurisdictions.
- c. The State Department of Finance shall provide a State Emergency Claims Adjudicator to oversee the payment of claims for costs associated with local and state preparations for a nuclear attack. The executive heads of local jurisdictions, or their designees, will serve as Deputy State Emergency Claims Adjudicators. All local claims for payment submitted by local governmental agencies, or private sector where authorized, for goods or services rendered will be locally reviewed and approved before being submitted to the state for processing and payment.
- d. The State Department of General Services shall provide a State Emergency Purchasing Agent to oversee the procurement of emergency supplies and material at the state and local levels. The executive heads of local jurisdictions, or their designees, will serve as Deputy State Emergency Purchasing Agents. The deputies may be authorized to purchase emergency supplies and material from the private sector using procedures that obligate the state to pay for items procured locally.

2. Fuels

- a. Priority for allocating fuel supplies in hazard and reception areas will be given to public transportation, emergency service operators, and the delivery of essential equipment and supplies.
- b. Persons relocating from hazard areas in their private vehicles will be urged to fill their tanks prior to moving to minimize en route refueling problems.
- c. All principal gasoline and diesel service stations in hazard areas should remain open on a 24-hour basis during any large-scale evacuation, relying on their normal supplies of fuel. If crisis relocation is ordered, most stations will close after movement has been completed and personnel will relocate to reception areas. Designated stations will remain open to support essential workers and the operations of essential services.



### 3. Health Supplies and Materials

- a. All requisitions and replenishment orders will use generic terms for items being ordered.
- b. Local Emergency Management Organizations should make preliminary estimates of days of supply of on-hand items and future needs based on general reception area allocations.
- c. Wholesalers redistributing their inventories to retailers in reception areas should consult with Local and State Movement and Transportation Coordinators for best times and routes to move supplies and for needed transportation resources.

### 4. Food

- a. Before the relocation order, price regulation and single-purchase limitations will be introduced to control individual food purchases in hazard and reception area retail outlets. Purchase limitations within the hazard area will be set low enough to discourage individual hoarding but high enough to permit relocatees to drain retail stores in hazard areas before departing. Conservative purchase limitations will be established in the reception area to discourage hoarding.
- b. Following the relocation order, a form of ration coupons will be used at retail stores, restaurants and mass feeding centers in the reception area in payment for food purchases.
- c. Relocatees from hazard areas will be encouraged to transport as much non-perishable food to the reception area as is permitted by their available food stocks and transportation mode.
- d. Essential food production and processing activities located in hazard areas will continue throughout the crisis relocation period.
- e. All reception area agricultural production and processing will be continued and, where possible, expanded using the work force relocated from the hazard area.
- f. Major hazard area distribution warehouses operated by grocery chains, independent wholesalers and institutional suppliers will remain in operation throughout the crisis relocation period to supply retail outlets, restaurants and mass feeding centers in the reception area. Such major distributors may choose to operate secondary reception area distribution centers in addition to their hazard area warehouses. Changing supply patterns for these warehouses will be dictated by the State of California, acting in concert with food industry representatives. Smaller hazard area warehouses will be allowed to remain in operation if the owner so desires.

Those smaller distribution centers that choose to close will be assisted in transferring their food stocks as quickly as possible to reception area distributors, who will expand operations with commandeered space and relocated workers. Stockpiles of food under USDA programs will be transferred from hazard areas to reception areas. Continued operation of larger hazard area warehouses and the draining of smaller warehouses may require the use of drivers and transportation equipment from other, less critical sectors of the economy.

- g. Supplies to hazard area retail outlets will be cut off when the relocation order is given. Inventories permitting, these outlets will remain open during the three-day evacuation period. Any sizeable remaining inventories will be transferred to reception area outlets. Hazard area grocery clerks will be encouraged to seek assignment in reception area retail outlets, which will expand operations to meet the increased demand.
- h. Large-scale mass feeding operations in reception areas will be established in kitchen-equipped institutions to feed relocatees in congregate care facilities. Reception area restaurants will expand operations to meet the increased demand. Relocatees lodged in private dwellings will be encouraged to eat with reception area families.

Enclosure R-13-c

SUPPLY AND PROCUREMENT

EMERGENCY ACTION CHECKLIST

RESPONSE TO RADIOLOGICAL EMERGENCY

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
		<u>INCREASED READINESS OPERATIONS</u>
_____	_____	Check availability and location of equipment and essential supplies.
_____	_____	Review plans and status of sanitation and water supply measures and equipment.
_____	_____	Review and update allocation procedures for food and fuel.
_____	_____	Review, with the Disaster Medical and Public Health organization, plans for the redistribution of health supplies, including pharmaceuticals.
_____	_____	Prepare to stock fallout shelters, particularly if in-place protection plans might have to be implemented.
_____	_____	Contact major suppliers of essential materials (including food, building materials, etc.) and arrange for redistribution should crisis relocation be ordered.
_____	_____	Review status of supplies of food, fuel and other essential resources.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
<u>CRISIS RELOCATION OPERATIONS</u>		
_____	_____	Advise all food distributors to realign their distribution systems.
_____	_____	Help distribute food, clothing, health and hygiene items and other essential supplies to retail outlets, Reception and Care Centers, lodging and feeding facilities and, when directed, to fallout shelters.
_____	_____	As required, procure, allocate and use resources.
_____	_____	Arrange for water, electric power, sewage treatment, food, fuel and other support to essential workers and other persons remaining in hazard areas. Provide similar support to residents and relocatees in reception areas.
_____	_____	Request Construction and Engineering to check electric loads, particularly in reception areas, and curtail or ration as necessary.
_____	_____	If necessary, ration water, food, fuel and electric power.
<u>ATTACK OPERATIONS</u>		
_____	_____	Assess surviving resources and assist in postattack operations.
_____	_____	Fully implement the California Emergency Resources Management Plan, to include any local supporting plans, to control resources during the recovery period.

Enclosure R-14

LEGAL ADVISOR

EMERGENCY ACTION CHECKLIST

RESPONSE TO A RADIOLOGICAL EMERGENCY

TO BE PUBLISHED



Enclosure R-15

DAMAGE ASSESSMENT

EMERGENCY ACTION CHECKLIST

RESPONSE TO A RADIOLOGICAL EMERGENCY

TO BE PUBLISHED

Enclosure R-16

PUBLIC INFORMATION

EMERGENCY ACTION CHECKLIST

RESPONSE TO A RADIOLOGICAL EMERGENCY

TO BE PUBLISHED

Enclosure R-17

RECOVERY

EMERGENCY ACTION CHECKLIST  
RESPONSE TO A RADIOLOGICAL EMERGENCY

TO BE PUBLISHED

Enclosure R-18

SITUATION ANALYSIS

EMERGENCY ACTION CHECKLIST

RESPONSE TO A RADIOLOGICAL EMERGENCY

TO BE PUBLISHED

Enclosure R-19

TRANSPORTATION

EMERGENCY ACTION CHECKLIST

RESPONSE TO A RADIOLOGICAL EMERGENCY

TO BE PUBLISHED



Enclosure R-20

UTILITIES

EMERGENCY ACTION CHECKLIST

RESPONSE TO A RADIOLOGICAL EMERGENCY

TO BE PUBLISHED

Enclosure R-21

PERSONNEL/VOLUNTEER

EMERGENCY ACTION CHECKLIST

RESPONSE TO A RADIOLOGICAL EMERGENCY

TO BE PUBLISHED









## Annex S

### SITUATION ANALYSIS

#### S.1 OBJECTIVES

When disasters occur it is necessary to collect and analyze information concerning the nature, severity, and extent of the situation, and report the results through established channels. The information will give emergency agencies ability to respond appropriately.

This annex outlines the organization, staffing, activities, policies and procedures of the Situation Analysis Team whom staff the Orinda Emergency Operations Center (EOC). Guidelines for managing the Situation Analysis Team are given. The guidance covers actions to be taken before, during and after a disaster.

#### S.2 SPECIFIC TERMS

##### Detailed Reports

As the title implies, these reports have specific information derived from damage estimates and analysis. This includes the total numbers of dead, injured, damages to public and private facilities, priorities of response, and assistance needed. This information is needed to ask the Governor to proclaim a State of Emergency.

##### Flash Reports

These are reports generated by the initial messages or reports from field units. They begin to provide a picture of what has occurred.

##### Situation Reports

This type of report defines the affected areas, identifies closed roads and highways, estimates the number of casualties and provides a general description of damages (approximate number of homes and business, destroyed or damaged) and the hardest hit area. Other information may be included. These reports are typically created hourly, or as requested and sent to a variety of agencies and levels of government.

For definitions of other terms in this annex please see the **Basic Plan Glossary**.

#### S.3 EMERGENCY ACTIONS

For rapid and effective situation reports, Situation Analysis Team staff have special tasks to complete before, during and after an emergency. These actions are listed in the **Annex S Operations Guide**. The suggested actions follow the progression of emergency periods and phases outlined in the **Basic Plan, page 5**.

#### S.4 ORGANIZATIONS AND RESPONSIBILITIES

##### Orinda

The Planning Director or alternate is the Planning and Situation Analysis Coordinator and will:

- Collect and analyze all data regarding field operations.
- Collect and summarize data regarding disaster response in the city.
- Identify potentially critical problems.
- Assist the Emergency Public Information Team by maintaining updated information and producing regular situation summaries for the Emergency Operations Center (EOC) staff.
- Work with Damage Assessment staff to collect and consolidate damage information within the city. This information would be included with the regularly published situation reports.
- Maintain files of the written documents generated in the EOC.
- Maintain major incident boards in the EOC.

##### Contra Costa County

The Contra Costa County Community Development Director is a member of the county Emergency Management Staff, and becomes the **County Situation Analysis Coordinator**. As the leader of the Situation Analysis Team, this person manages the analysis activities for the unincorporated parts of the county. Situation Analysis staff complete the objectives outlined in this annex for the county, receive data from cities, and provide relevant information to concerned elements of the county EOC.

Following a disaster, county field units (Sheriff, County Fire District, and Public Works departments) will promptly conduct a reconnaissance of affected areas to determine the extent of damage and report the information to the appropriate dispatch centers. Situation Analysis staff will collect information about the situation from representatives of these departments in the County Emergency Operations Center (EOC). In large scale disasters, affecting more than one jurisdiction, Contra Costa County Situation Analysis Staff will contact the cities to gather information. All this data will be consolidated at the County EOC.

Combined with reports from the Damage Assessment staff about the approximate cost of damages to the community, Situation Analysis staff will review the field information received to create two types of reports: Situation Reports and Detailed Reports. (See definitions for these in the

Specific Terms section above.) These reports will be sent initially to State OES Region II, and later shared with other jurisdictions. These reports are the basis for declaring a **Local Emergency** in Contra Costa County and requesting that the Governor proclaim a **State of Emergency**.

## **Mutual Aid Region**

The State Office of Emergency Services (OES) Region II gathers information from all counties in the region, combines the reports and sends them to Sacramento. There State OES gives the information to the Governor to decide on whether to proclaim a **State of Emergency**. The gubernatorial actions depend upon the information received from the counties.

For more information regarding the responses provided by the State of California departments/agencies or the federal agencies, see the **State Emergency Plan (1989)**.

## **S.5 POLICIES AND PROCEDURES**

General policies and procedures for situation analysis operations are provided below. A checklist of actions and specific information about analysis operations are contained in the **Annex S Operations Guide**. Special policies and procedures for radiological emergencies are provided in **Annex R, Radiological Protection, and the Annex R Operations Guide**.

In a disaster there are three kinds of situation analysis operations required:

### **Operational Priorities (Category 1)**

This includes information needed to determine operational priorities, problems, and the immediate needs of the communities. Such information is essential and is given the highest priority.

### **Situation Reports (Category 2)**

This requires more information than Category 1. Information on dollar amounts and economic impacts of the disaster are included. Such information permits the Governor to request a Declaration from the President, under provisions of Public Law 93-288, the Federal Disaster Relief Act, 1974. Creating this report is important, but not until Category 1 information is complete.

### **Detailed Reports (Category 3)**

This is information necessary to plan for both short and long-range recovery. In the beginning, this item will have the lowest priority. Once Category 1 and 2 are accomplished, Category 3 will assume the greatest importance.

Annex S

PLANNING AND SITUATION ANALYSIS

Operations Guide

This document contains a checklist and functional information that will help the Planning and Situation Analysis Coordinator. Contents of this Operations Guide are listed below.

<u>ENCLOSURE</u>	<u>TITLE</u>
S-1	Situation Analysis Emergency Action Checklist
S-2	Information Briefing Format

Enclosure S-1

PLANNING AND SITUATION ANALYSIS COORDINATOR

EMERGENCY ACTION CHECKLIST

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
		<u>PREPAREDNESS PHASE</u>
_____	_____	Prepare plans and SOPs outlining Situation Analysis procedures, priorities and techniques for: <ul style="list-style-type: none"><li>● Collecting and filing all EOC documents.</li><li>● Reviewing EOC staff documents and identifying key information that would be posted on boards</li><li>● Identifying what Recovery information is needed and how to manage EOC materials to support recovery operations.</li><li>● Maintenance of the Major Incident Status Board.</li></ul>
		<u>EMERGENCY PERIOD</u>
_____	_____	Upon notification, go to EOC and set up work station.
_____	_____	Read this entire Checklist.
_____	_____	Begin EOC Activity Log. Begin to document: <ul style="list-style-type: none"><li>● Messages received;</li><li>● Resource requests;</li><li>● Contact with any agency outside the EOC;</li><li>● Progress in the field;</li><li>● Priorities.</li></ul>
_____	_____	Obtain or provide briefing. Use the briefing format at enclosure S-2. Consult with Emergency Services Director, or alternate.
_____	_____	Confirm that all Situation Analysis staff or alternates are in the EOC or have been notified. Recall the necessary staff.



<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
_____	_____	<p>Organize and assign Situation Analysis staff as required:</p> <ul style="list-style-type: none"> <li>• Documentation: maintain log of all EOC documents - messages, activity logs, etc.</li> <li>• Situation Analysis: contact with outside agencies for status, move around EOC gathering data.</li> <li>• Status Display: map and status boards.</li> </ul>
_____	_____	Be sure all displays in the EOC have legible writing.
_____	_____	<p>Develop a situation report from the following sources: (these are not in an order)</p> <ul style="list-style-type: none"> <li>• EOC staff;</li> <li>• county;</li> <li>• Red Cross;</li> <li>• Media Reports;</li> <li>• Damage Assessment.</li> </ul>
_____	_____	<p>Determine:</p> <ul style="list-style-type: none"> <li>• Type of emergency;</li> <li>• Special hazards;</li> <li>• Number of injured/dead;</li> <li>• What has been damaged? <ul style="list-style-type: none"> <li>- any sites of public interest?</li> </ul> </li> <li>• How much has been damaged (dollar figure)?</li> <li>• Are all city resources committed?</li> <li>• Are all resources within the county, including city, resources committed?</li> <li>• What assistance is being provided by outside agencies at this time?</li> <li>• What shelters are active, where, how many there, what is needed?</li> <li>• What are most critical events at the current time?</li> <li>• What assistance is needed.</li> <li>• What is the status of utilities?</li> <li>• What is overall status of transit systems?</li> </ul> <p>After compiling this data, submit it to the county EOC via phone, fax, or radio.</p>
_____	_____	Monitor weather reports.
_____	_____	Identify all EOC staff on duty. Work with all agencies to gather information.
_____	_____	Prepare an Emergency Action Plan by priorities and objectives set by the Emergency Services Director.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
_____	_____	Identify highest priority activities among each department.
_____	_____	Identify the highest priorities set by the Emergency Services Director.

#### RECOVERY

_____	_____	Identify a staff person to continue working with the Recovery Team. This work may continue for an extended period of time.
_____	_____	Prepare a report on Situation Analysis activities during the disaster and submit to the Finance Director.
_____	_____	Participate in postemergency debriefing and critique sessions.
_____	_____	Complete all activity documents and submit to the Finance Director.

Enclosure S-2

Information Briefing Format

PLANNING SECTION STATUS REPORT FOR THE CITY MANAGER

THE PLANNING SECTION SHOULD BRIEF USING A MAP AND STATUS BOARDS TO DEPICT THE "BIG PICTURE" OF THE EMERGENCY. AS A MINIMUM, PLANNING SHOULD COVER THE FOLLOWING:

- GRAPHICALLY SHOW (BY MAP) THE CITY AND SURROUNDING AREA AND SIGNIFICANT INCIDENTS AFFECTING ORINDA.
- AN INCIDENT/DAMAGE CHART SHOULD BE DISPLAYED ADJACENT TO THE MAP AND SIGNIFICANT EVENTS PORTRAYED ON THE MAP SHOULD BE DESCRIBED.
- SIGNIFICANT EVENTS OUTSIDE THE CITY:

COUNTY\_\_\_\_\_

ADJACENT CITIES\_\_\_\_\_

STATE\_\_\_\_\_

FEDERAL ACTIONS IMPACTING ORINDA\_\_\_\_\_

RESOURCES USED/AVAILABLE\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

- BASED ON THE OVERALL SITUATION STATUS, PREDICT IMPACTS AND COURSES OF ACTION TO RESPOND AND RECOVER.

- OTHER\_\_\_\_\_







## Annex T

### TRANSPORTATION OPERATIONS

#### T.1 OBJECTIVES

This annex describes the organization and policies used in providing transportation resources to support disaster operations.

The objectives of transportation operations will be to:

- Provide, coordinate and direct available transportation resources during emergencies. These may include, but are not limited to those resources required to:
  - \* transport potable water;
  - \* serve as auxiliary ambulances;
  - \* evacuate persons from damaged or threatened areas;
  - \* transport supplies, equipment, and disaster workers;
  - \* transport damage assessment teams, officials, and other essential personnel; and/or
  - \* support field activities (i.e. fire, law, medical).
- Maintain the information on supply routes required to aid the movement of resources into affected areas.
- Activate any pre-emergency agreements made with private organizations or government agencies to supply emergency vehicles.

#### T.2 SPECIFIC TERMS

No special terms exist in this material. Please review the Glossary in the Basic Plan for definitions of general emergency management terms.

#### T.3 EMERGENCY ACTIONS

Transportation activities will usually be associated with the periods and phases outlined in the Basic Plan, page 5. Detailed operational concepts and emergency response actions associated with the various phases are provided in the Annex T Operations Guide. Response actions specific to a radiological emergency are contained in the Annex R Operations Guide, Enclosure R-19.

#### T.4 ORGANIZATION AND RESPONSIBILITIES

Orinda

In Orinda, the Director of Finance is designated as the Local Transportation Coordinator; he/she will:

- Procure and allocate transportation resources within Orinda.
- Request support or mutual aid from the Transportation Coordinator at the Contra Costa County EOC.
- Maintain information on open and closed transportation routes around and within the city.
- Locate open routes and/or alternate transportation methods for the delivery of resources to affected areas.
- Establish communications with the county EOC to obtain information from the transportation representatives there (Caltrans and BART).

#### Contra Costa County

The County Transportation Coordinator, who is an employee of the County Public Works Department, works with the Supply and Procurement staff in the Resources Room at the County EOC.

The County Transportation Coordinator will:

- Procure and allocate transportation resources within the county's jurisdiction.
- Respond to requests from cities for transportation resources, as required and available.
- Coordinate with the transportation liaisons who are in the County EOC. These liaison agencies may include, but are not limited to, CalTrans, BART, and the Concord Naval Weapons Station.
- Coordinate with County Public Works personnel, the CalTrans representative, and the County Situation Room to determine which routes are accessible.
- Maintain information on open and closed transportation routes within the county.
- Locate open routes and/or alternate transportation methods for the delivery of resources to affected areas.
- Request mutual aid from the Mutual Aid Region Transportation Coordinator at State OES Region II, as required.

As mentioned above, representatives from the California Department of Transportation, Bay Area Rapid Transit, and the Concord Naval Weapons Station will be in the Resources Room of the County EOC in a disaster.

These representatives are present to provide an information/communications link between the County EOC and their agency. They may be used to communicate the county's needs to their respective agencies, and they may provide the county with information on the capabilities or problems their agency has. They also may provide resources to the county, as their agency can make them available.

The CalTrans representative is a valuable source of information on the status of state-maintained roads. The BART representative may be able to provide information on the ability of BART to carry people, and the Naval Weapons Station is a rich source of all types of resources.

### **Mutual Aid Region**

If local resources are insufficient to meet transportation needs within the county, the County Transportation Coordinator may request mutual aid through the Regional Resource Coordinator at State OES Region II. If a present or anticipated emergency is so great that it requires the resources of one or more counties, the Regional Resource Coordinator will be responsible for organizing and coordinating the dispatch of resources from within the region to the affected areas.

Details of the transportation function at the state level can be found in the State Emergency Plan, Annex K, Enclosure K-2.

### **T.5 POLICIES AND PROCEDURES**

General policies and procedures for transportation operations in a disaster are provided below. A checklist of actions and specific information about disaster transportation operations are contained in the **Annex T Operations Guide**. Special policies and procedures for radiological emergencies are provided in **Annex R, Radiological Protection**, and the **Annex R Operations Guide**.

- Transportation industries function under their own managements, and will continue to do so during and after a disaster. The industries operate their systems and facilities to provide the maximum possible service within their capabilities and will fill essential needs as specified by appropriate federal, state, county and local government authorities.
- Where possible, emergency workers will be organized into groups and transported by local and/or public transit agencies.
- Limited mobility groups (persons requiring public transportation) will be moved by the best available mode of transportation. Distance to be traveled, turnaround time, location of terminal facilities in reception areas, etc. will be considered in making transportation decisions. Transportation will mainly consist of buses, scheduled air carriers and rail systems.

• Persons in hazardous areas without access to private automobiles will be picked up at the public school closest to their place of residence. If assistance is needed in reaching school pickup points, it should be provided by publicly owned local vehicles or by local taxi cabs. Buses (school and commuter) will be assigned to designated schools and, when loaded, will proceed to appropriate Reception and Care Centers in the designated reception areas. The buses may need to make several round trips to accommodate all residents desiring to relocate.

Annex T  
OPERATIONS GUIDE  
TRANSPORTATION COORDINATOR

<u>ENCLOSURE</u>	<u>TITLE</u>
T-1	Transportation Coordinator Emergency Action Checklist



Enclosure T-1

TRANSPORTATION COORDINATOR

EMERGENCY ACTION CHECKLIST

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
<u>PREPAREDNESS PHASE</u>		
_____	_____	Prepare plans and SOPs outlining Transportation's procedures, priorities and techniques for: <ul style="list-style-type: none"><li>● Obtaining and maintaining information on open/closed roads;</li><li>● Locating available transportation resources;</li><li>● Coordinating with Transportation Liaisons;</li><li>● Tracking use of transportation resources; and</li><li>● Requesting mutual aid.</li></ul>
<u>EMERGENCY PERIOD/PreIMPACT PHASE</u>		
_____	_____	Review disaster plans and SOPs.
_____	_____	Coordinate with the EOC staff to determine if Transportation support is required.
_____	_____	Contact any designated support staff and place them on standby.
<u>EMERGENCY PERIOD/IMMEDIATE IMPACT PHASE</u>		
_____	_____	Procure, coordinate and allocate available transportation resources within the city's jurisdiction.
_____	_____	Coordinate with Police, Public Works and Planning to determine which routes are accessible.
_____	_____	Locate open routes and/or alternate transportation methods for the delivery of resources to affected areas.
_____	_____	Maintain the information on supply routes required to aid the movement of resources into affected areas.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
_____	_____	Activate any preemergency agreements made with private organizations or government agencies to supply emergency vehicles.
_____	_____	Coordinate with the transportation liaisons who are in the County EOC. These liaison agencies may include, but are not limited to, CalTrans, BART, and the Concord Naval Weapons Station.
_____	_____	Request mutual aid from the County Transportation Coordinator.

#### RECOVERY

_____	_____	Prepare a report on Transportation activities during the disaster and submit to the Finance Director.
_____	_____	Participate in post-emergency debriefing and critique sessions.
_____	_____	Complete all activity documentation and submit to the Finance Director.









## Annex U

### UTILITIES OPERATIONS

#### U.1 OBJECTIVES

This annex describes the role and operations of utilities representatives in the Contra Costa County Emergency Operations Center during a disaster.

The objectives of utilities operations will be to:

- Ensure that water, gas, electric and telecommunication utilities essential to support emergency operations are restored and continue to operate.
- Provide sufficient water, gas, electricity, and communications to support or sustain disaster victims and workers in or near affected areas.
- Provide other support to government operations, as available.

#### U.2 SPECIFIC TERMS

##### Utility

For the purposes of this annex, a utility is an agency that provides potable water, electricity, natural gas, or telephone service to a community.

Please review the Glossary in the Basic Plan for definitions of general emergency management terms.

#### U.3 EMERGENCY ACTIONS

Utilities activities will usually be associated with the periods and phases outlined in the Basic Plan, page 5. Detailed operational concepts and emergency response actions associated with the various phases are provided in the Annex U Operations Guide. Response actions specific to a radiological emergency are contained in the Annex R Operations Guide, Enclosure R-20.

#### U.4 ORGANIZATION AND RESPONSIBILITIES

##### Orinda

In Orinda, the Construction and Engineering Coordinator is designated as the Local Utilities Coordinator. If a disaster affecting a large area of the county occurs, the Local Utilities Coordinator will work with the Utilities Coordinator at the County EOC. If it is a disaster affecting only the local area, immediately request liason from the utilities

affecting Orinda. Public transportation agencies are not considered utilities and are addressed in Annex T, Transportation Resources.

### Contra Costa County

Most of the large utility companies in Contra Costa County have agreed to provide a representative who will respond to the County EOC in a disaster. Those utilities currently represented are Pacific Gas & Electric, Pacific Bell, East Bay Municipal Utilities District and the Contra Costa Water District.

In order to provide guidance to the utilities liaisons in the County EOC the liaisons should appoint one of themselves as a Utilities Coordinator. The Utilities Coordinator will act as the spokesperson for all represented utilities in reporting to the function coordinators in the County EOC during regular briefings. The Utilities Liaisons do not report directly to anyone in the County EOC, but the Utilities Coordinator should work with both the Resources Coordinator and the Construction and Engineering Coordinator.

The Utilities Liaisons will:

- Provide information on the status of their utility's operations to the staff of the County EOC, upon request.
- Relay information on county and city needs/priorities regarding their utility to their agency's headquarters or EOC, if activated.
- Provide information to, and request assistance from, the Regional Coordinator of their utility at State OES Region II, or the State Operating Center, as required.
- Provide resources to the county and cities to support emergency operations, as available.

### Mutual Aid Region

The utility companies of California, in support of each other and the state and local governments, have provided a representative to State OES to manage the Utilities Division. The division has developed the **State of California Utilities Emergency Plan** that provides for Electric, Gas and Water Coordinators at the mutual aid region and state levels. The Coordinators, who are selected representatives of the various utility organizations, provide a channel for mutual aid and other support as required. The Utilities Emergency Plan will be used during both major peacetime and radiological emergencies.

If any utilities represented in the Contra Costa County EOC need mutual

aid, they should contact the Regional Mutual Aid Coordinator for their utility at State OES Region II, or at the State Operations Center.

Details of the utilities function at the state level can be found in the State Emergency Plan, Annex K, Enclosure K-3.

## U.5 POLICIES AND PROCEDURES

General policies and procedures for utilities operations in a disaster are provided below. A checklist of actions and specific information about disaster utilities operations are contained in the Annex U Operations Guide. Special policies and procedures for radiological emergencies are provided in Annex R, Radiological Protection, and the Annex R Operations Guide.

- Local utilities personnel represent the utilities industries at the Contra Costa County EOC. They centralize communications and coordinate operations under the existing management structure.
- The resources of an individual utility are reserved to operate and restore that utility company.
- Local utilities will rely on local assistance and interservice aid before calling on area, regional, or state assistance.
- Utilities companies comply with mutual aid agreements in curtailing customer demands or loads, restoring service, and providing other utilities or systems with emergency assistance.
- The California Utilities Emergency Plan calls for utility personnel separated from their home organization to report to, and be under the supervision and direction of, the management of the same types of supporting utilities until they can return to their organization.
- Emergency communications will be provided by systems owned and operated by the utilities. Each facility will retain the use of its own communications system, unless otherwise directed by proper authority.
- Information regarding demand, availability, etc., of utilities will be furnished to governmental officials for use in informing the public regarding the conservation of the services.
- Utilities representatives will ensure that post-emergency damage assessment information is compiled by their agency and transmitted to the County Office of Emergency Services. Each utility is, however, responsible for processing its own claims for disaster assistance with the state and federal governments (see Annex Q, Recovery, for more information).

Annex U  
OPERATIONS GUIDE  
UTILITIES

<u>ENCLOSURE</u>	<u>TITLE</u>
U-1	Utilities Emergency Action Checklist

Enclosure U-1

UTILITIES\*

EMERGENCY ACTION CHECKLIST

\*This checklist is for the Utilities Representative in the County EOC. The Orinda Utilities Coordinator should maintain contact with the County EOC to obtain information or request assistance from the utility companies representatives. If the County EOC is not activated, then call the applicable utility directly.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
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PREPAREDNESS PHASE

_____	_____	Each utility should prepare plans and SOPs outlining their procedures, priorities and techniques for: <ul style="list-style-type: none"><li>• Restoring utilities;</li><li>• Acquiring necessary resources;</li><li>• Communicating between the utility office or EOC and the County EOC;</li><li>• Providing resource support to the county or cities, as available; and</li><li>• Collecting utility damage assessment information and transmitting it to the Office of Emergency Services after the disaster.</li></ul>
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_____	_____	Each utility should coordinate their plans with the Contra Costa County Emergency Plan.
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_____	_____	Each utility liaison should participate in exercises and postexercise critiques scheduled by the Office of Emergency Services.
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_____	_____	Each utility liaison should prepare and maintain all necessary supplies and equipment at the County EOC.
-------	-------	--

EMERGENCY PERIOD/PREIMPACT PHASE

_____	_____	Review disaster plans and SOPs.
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_____	_____	Contact the County Office of Emergency Services and determine if your presence is required.
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EMERGENCY PERIOD/IMMEDIATE IMPACT PHASE

\_\_\_\_\_ Provide information on the status of their utility's operations to the staff of the County EOC, upon request.

\_\_\_\_\_ Relay information on county needs/priorities regarding their utility to their agency's headquarters or EOC, if activated.

\_\_\_\_\_ Provide information to, and request assistance from, the Regional Coordinator of their utility at State OES Region II, or the State Operating Center, as required.

\_\_\_\_\_ Provide resources to the county to support emergency operations, as available.

RECOVERY

\_\_\_\_\_ Prepare a report on your utility's activities during the disaster and submit to the Office of Emergency Services.

\_\_\_\_\_ Participate in postemergency debriefing and critique sessions.

\_\_\_\_\_ Complete all activity documentation and submit to the Office of Emergency Services.





## Annex V

### PERSONNEL/VOLUNTEER OPERATIONS

#### V.1 OBJECTIVES

This annex describes the organization and policies used in providing personnel resources (both volunteer and paid) to support disaster operations.

The objectives of personnel/volunteer operations will be to:

- Coordinate available personnel resources during emergencies. These may include, but are not limited to, those personnel required to:
  - \* Carry out flood-fighting operations or emergency debris clearance;
  - \* Support medical operations in first aid stations or casualty collection points;
  - \* Provide administrative support in the City EOC;
  - \* Support search and rescue operations; and
  - \* Carry out hazardous materials clean-up.
- Recruit and place needed personnel, including technical or specialized personnel.
- Register and assign spontaneous volunteers.
- Reassign available city personnel to support emergency operations.
- Coordinate use of volunteers with other agencies within the city.
- Coordinate any required special (expedient) trainings, where possible, for assigned tasks.

#### V.2 SPECIFIC TERMS

##### Disaster Service Worker

Any person registered with a disaster council or state OES to provide disaster service without pay. Disaster service workers include public employees (who are paid for their services), registered volunteers, and persons pressed into service during an emergency by persons authorized to command such services.

##### Personnel Resources

The term includes city employees, who do not have assigned disaster responsibilities, used outside their day-to-day assignments, and volunteers, both preregistered and spontaneous. It may also include paid personnel with special training or skills, such as hazardous materials specialists.

### Spontaneous Volunteer

A person who volunteers for disaster work after a disaster, without having preregistered as a Disaster Service Worker.

Please review the Glossary in the Basic Plan for definitions of general emergency management terms.

## V.3 EMERGENCY ACTIONS

Personnel/volunteer activities will usually be associated with the periods and phases outlined in the Basic Plan, page 5. Detailed operational concepts and emergency response actions associated with the various phases are provided in the Annex V Operations Guide. Response actions specific to a radiological emergency are contained in the Annex R Operations Guide, Enclosure R-21.

## V.4 ORGANIZATION AND RESPONSIBILITIES

### Orinda

The Crime Prevention Coordinator will be the Local Personnel/Volunteer Coordinator for Orinda.

The Local Personnel/Volunteer Coordinator will:

- Procure and allocate personnel resources within Orinda.
- Coordinate the call-out and use of existing registered volunteers within the city.
- Register any volunteers being used in disaster operations in the city as Disaster Service Workers.
- Coordinate with local volunteer agencies for the provision and use of volunteers.
- Request support and/or mutual aid from the Personnel Coordinator at the Contra Costa County EOC.

### Contra Costa County

An employee of the Contra Costa County Personnel Department is the County Personnel Coordinator.

The County Personnel/Volunteer Coordinator will:

- Coordinate the provision of personnel to support county disaster operations, as requested.



- Provide for the registration of spontaneous volunteers, and, as required, setting up Volunteer Registration Centers.
- Coordinate callback and assignment of county employees, as required, to support emergency operations. As practical, assignments will be made according to the available personnel lists in the departmental emergency plans.
- Coordinate with the Red Cross and Volunteer Center to provide volunteers, and to assist the county in registering and assigning volunteers, as needed.
- Take incoming calls from spontaneous volunteers. Log calls and maintain list of available volunteers.
- Maintain documentation of personnel and volunteer deployment for possible Workmen's Compensation claims.
- Coordinate procurement and availability of volunteers with State OES Region II.
- Request mutual aid from the Mutual Aid Region Resources and Support Coordinator at State OES Region II, as required.

#### Mutual Aid Region

If local resources are insufficient to meet personnel and volunteer needs within the county, the County Personnel/Volunteer Coordinator may request mutual aid through the Regional Resource Coordinator at State OES Region II. If a present or anticipated emergency is so great that it requires the resources of one or more counties, the Regional Resource Coordinator will be responsible for organizing and coordinating the dispatch of resources from within the region to the affected areas.

Details of the personnel function at the state level can be found in the State Emergency Plan, Annex K, Enclosure K-1.

#### V.5 POLICIES AND PROCEDURES

General policies and procedures for personnel/volunteer operations in a disaster are provided below. A checklist of actions and specific information about disaster personnel/volunteer operations are contained in the **Annex V Operations Guide**. Special policies and procedures for radiological emergencies are provided in **Annex R, Radiological Protection**, and the **Annex R Operations Guide**.

- To the maximum extent practical, city and county personnel departments should:
  - \* Register, classify and assign all available personnel;

- \* Consult with management and labor to establish personnel priorities;
  - \* Estimate personnel requirements of local agencies to support emergency operations; and
  - \* Advise the appropriate Personnel Coordinator of anticipated deficiencies.
- All agencies assigned emergency responsibilities should identify supplemental personnel prior to an emergency.
  - Agencies requiring supplemental professional or other highly skilled personnel (e.g., medical, health, and engineers) should recruit and register such personnel prior to the onset of emergencies. To meet additional requirements, such agencies should apprise the Personnel Coordinator of specific personnel qualifications and job requirements in order to allow effective screening and referral of personnel.
  - Plans must be made by all involved agencies to provide for shifts and post-incident debriefings for all field personnel.

Annex V

OPERATIONS GUIDE

PERSONNEL/VOLUNTEER COORDINATOR

<u>ENCLOSURE</u>	<u>TITLE</u>				
V-1	Personnel/Volunteer Checklist	Coordinator	Emergency	Action	

Enclosure V-1

PERSONNEL/VOLUNTEER COORDINATOR

EMERGENCY ACTION CHECKLIST

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
		<u>PREPAREDNESS PHASE</u>
_____	_____	Prepare plans and SOPs outlining procedures, priorities and techniques for: <ul style="list-style-type: none"><li>• Coordinating with the Red Cross and Volunteer Center of Contra Costa;</li><li>• Registering Disaster Service Workers;</li><li>• Managing incoming requests for volunteers;</li><li>• Locating and assigning city personnel to disaster jobs;</li><li>• Coordinating the setup of Volunteer Reception Centers; and</li><li>• Locating and recruiting specialized or technical personnel.</li></ul>
_____	_____	Prepare prescribed public information announcements to be released through the PIO in an emergency.
		<u>EMERGENCY PERIOD</u>
_____	_____	Begin EOC Activity Log.
_____	_____	Review disaster plans and SOPs.
_____	_____	Coordinate the provision of personnel to support city disaster operations, as required.
_____	_____	Take requests from section chiefs in the EOC for volunteers. Fill these requests from available pool of city workers, volunteers or specialized personnel, as needed.
_____	_____	Make provisions for registering spontaneous volunteers, including, as required, setting up Volunteer Registration Centers.
_____	_____	Coordinate callback and assignment of city employees as required to support emergency operations, and according to the available personnel lists in the departmental contingency plans.

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
_____	_____	Coordinate with the Red Cross to provide volunteers, and to assist the city in registering and assigning volunteers, as needed.
_____	_____	Take incoming calls from spontaneous volunteers. Log calls and maintain list of available volunteers. If Volunteer Registration Centers have been set up, refer the volunteers to them.
_____	_____	Work with the Public Information Officer to release information on volunteer needs, the location of Volunteer Registration Centers, and phone number(s) to call to volunteer.
_____	_____	Maintain documentation of city personnel and volunteer deployment for possible Workmen's Compensation claims.

#### RECOVERY

_____	_____	Prepare a report on Personnel activities during the disaster and submit to the Finance Director.
_____	_____	Participate in postemergency debriefing and critique sessions.
_____	_____	Complete all activity documentation and submit to the Finance Director.
_____	_____	Coordinate with the Recovery staff to provide volunteers that may be needed at the Disaster Application Centers.





## Annex W

### ANIMAL SERVICES OPERATIONS

#### W.1 OBJECTIVES

This annex describes the concepts and policies used in providing animal services operations in a disaster.

The objectives of disaster animal services operations will be to:

- Provide humane care and handling of animals during and after disasters by providing emergency shelters and animal assistance stations for treatment, referral or humane euthanasia.
- Assist emergency response teams with animal-related problems.
- Remove and/or dispose of dangerous or dead animals.
- Provide rabies control.
- Maintain records of relocated animals.

#### W.2 SPECIFIC TERMS

No special terms exist in this material. Please review the Glossary in the Basic Plan, page .... for definitions of general emergency management terms.

#### W.3 EMERGENCY ACTIONS

Animal services activities will usually be associated with the periods and phases outlined in the Basic Plan, page 5. Detailed operational concepts and emergency response actions associated with the various phases are provided in the Annex W Operations Guide.

#### W.4 ORGANIZATION AND RESPONSIBILITIES

##### Orinda

The County Animal Services Offficer is responsible for animal services operations throughtout the county. To ensure coordination with the county, Orinda has appointed the Police Chief as the Local Animal Services Coordinator who will:

- Gather information about Orinda animal services needs.



## Annex W

### ANIMAL SERVICES OPERATIONS

#### W.1 OBJECTIVES

This annex describes the concepts and policies used in providing animal services operations in a disaster.

The objectives of disaster animal services operations will be to:

- Provide humane care and handling of animals during and after disasters by providing emergency shelters and animal assistance stations for treatment, referral or humane euthanasia.
- Assist emergency response teams with animal-related problems.
- Remove and/or dispose of dangerous or dead animals.
- Provide rabies control.
- Maintain records of relocated animals.

#### W.2 SPECIFIC TERMS

No special terms exist in this material. Please review the Glossary in the Basic Plan, page .... for definitions of general emergency management terms.

#### W.3 EMERGENCY ACTIONS

Animal services activities will usually be associated with the periods and phases outlined in the Basic Plan, page 5. Detailed operational concepts and emergency response actions associated with the various phases are provided in the Annex W Operations Guide.

#### W.4 ORGANIZATION AND RESPONSIBILITIES

##### Orinda

The County Animal Services Offficer is responsible for animal services operations throughtout the county. To ensure coordination with the county, Orinda has appointed the Police Chief as the Local Animal Services Coordinator who will:

- Gather information about Orinda animal services needs.

- Relay all animal services information and requirements to the county.

## Contra Costa County

The Contra Costa County Animal Services Department provides countywide animal control services. The Animal Services Officer, or designee, will serve as the County Animal Services Coordinator.

The County Animal Services Coordinator will:

- Coordinate the countywide provision of animal services.
- Submit requests for support and other relevant information, to State OES Region II, as needed.
- Coordinate the countywide provision of animal services support, to include maintaining and securing shelter facilities for treatment, referral or humane euthanasia.
- Assist other services in providing assistance to people affected by a disaster.
- Assist emergency response teams with animal-related problems.
- Make arrangements for the removal or disposal of dangerous or dead animals.

A list of organizations locally available to support disaster animal services operations is provided in the **Annex W Operations Guide, Enclosure 1, Supporting Organizations and Responsibilities.**

## W.5 POLICIES AND PROCEDURES

General policies and procedures for animal services operations in a disaster are provided below. A checklist of actions and specific information about disaster animal services operations are contained in the **Annex W Operations Guide.** Special policies and procedures for radiological emergencies are provided in **Annex R, Radiological Protection, and the Annex R Operations Guide.**

- The highest priorities for all county operations following a disaster will be to save lives and protect property of the citizens of the county. Therefore, the first efforts by Animal Services will be to provide assistance to departments involved in those activities. This may include but is not limited to:
  - \* Using Animal Services radio-equipped vehicles in conducting reconnaissance of areas of Contra Costa County to which they may be



assigned.

- \* Providing radio-equipped vehicles for use by Building Inspectors, if required.

It must also be recognized that the care of injured, dead and displaced animals can become a significant health and safety issue after a disaster. Because of this, Animal Services must balance its support of other functions with its primary mission to attend to the needs of animals throughout the county after a disaster.

- Consideration will be given to the possibility of establishing temporary facilities in the areas where the greatest need for animal services exists in addition to the permanent facility.

Annex W  
OPERATIONS GUIDE  
ANIMAL SERVICES COORDINATOR

<u>ENCLOSURE</u>	<u>TITLE</u>
W-1	Staff and Location
W-2	Animal Services Coordinator Emergency Action Checklist

Enclosure W-1

STAFF AND LOCATION

The following personnel will staff the Animal Services function at the Engineering Operations Center at 255 Glacier Drive, Martinez, or alternate center, as required. The Orinda Animal Services Coordinator will coordinate local requirements with the County Coordinator at this location.

ANIMAL SERVICES COORDINATOR

(also serves as Ground Section Leader II, Ground Reconnaissance in the Engineering Operations Center.)

Chief Animal Control Supervisor, Animal Services Department  
Animal Control Lieutenant, Animal Services Department

TECHNICAL CONSULTANT

Director, Animal Services Department

Enclosure W-2

ANIMAL SERVICES COORDINATOR

EMERGENCY ACTION CHECKLIST

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTION</u>
		<u>EMERGENCY PERIOD</u>
_____	_____	Begin EOC Activity Log.
_____	_____	Estimate required materials and procure needed supplies.
_____	_____	Make preliminary decisions, as able, on the location of animal assistance stations and shelters.
_____	_____	Coordinate assistance to emergency response teams in dealing with animal-control problems.
_____	_____	Coordinate establishment of emergency animal shelters, as needed.
_____	_____	Coordinate with Red Cross for the sheltering of animals belonging to sheltered people.
_____	_____	Ensure that procedures are in place for maintaining records on relocated animals.
_____	_____	Coordinate the removal and disposal of dead or dangerous animal, as needed.
_____	_____	Provide information to the PIO regarding animal treatment, shelters, evacuation, etc. for release to the public.
_____	_____	Coordinate implementation of procedures for rabies control, if required.
		<u>RECOVERY</u>
_____	_____	Prepare a report on Animal Services activities during the disaster and submit to the Finance Director.
_____	_____	Participate in postemergency debriefing and critique sessions.
_____	_____	Complete all activity documentation and submit to the Finance Director.







GUIDE FOR MAYOR AND CITY COUNCIL MEMBERS

**Y.1 OBJECTIVES**

Elected officials play a vital role in the city's emergency management program before, during and after a declared emergency. They have a much different role than first responders (fire and police) and Emergency Operations Center (EOC) Staff. The purpose of this section of the Orinda Emergency Plan is to define the appropriate functions the Council may be asked to perform and place in checklist format, for quick reference, those actions.

**Y.2 RESPONSIBILITIES**

**Preparedness Phase**

During the preparedness or normal phase prior to an emergency, the City Council will be asked periodically to update the city's emergency management ordinance and designate at least three alternates that might be available to assume their duties if they are not reasonably available during a disaster. Council Members should be briefed at least annually on the status of emergency preparedness in the city. Each council member should have a copy of the Orinda Emergency Plan and be generally familiar with the contents. The City Council may be included in semi-annual exercises and other disaster training as appropriate.

**Emergency Phase**

When a disaster strikes in Orinda, the Council and/or the City Manager will determine if a declaration of local emergency is warranted. If a local emergency is declared, the EOC will be activated. The emergency management staff will coordinate the city response from the EOC. The Council may convene in a room near the EOC. The City Manager and/or the Public Information Officer will provide periodic updates to the Council. During a disaster, elected officials are in great demand by the citizens, local businesses and the press. Maintaining current information about the status of the emergency will assist in dealing with these groups. The type of information desired is provided in your checklist.

VIP's may visit the city to see the damage. Council Members may escort these visitors to locations in the city so they can see firsthand the extent of the damage and determine what state and federal assistance might be provided.

**Recovery Phase**

The recovery phase will begin during the emergency response period and continue long after EOC closes. Actions that the Council may encounter during recovery include dealing with financial assistance, claims, and redevelopment. Close coordination with the Finance Director and the City Attorney will be required during recovery.

Annex Y

OPERATIONS GUIDE

CITY COUNCIL  
EMERGENCY ACTION CHECKLIST

<u>DATE/TIME</u>	<u>INITIALS</u>	<u>ACTIONS</u>
		<b>PREPAREDNESS PHASE</b>
_____	_____	Designate three alternates to serve if you are not reasonably available.
_____	_____	Attend briefing on city emergency preparedness action.
_____	_____	Maintain a current copy of the Emergency Plan.
		<b>EMERGENCY PHASE</b>
_____	_____	Convene near the EOC.
_____	_____	Act on emergency declarations as provided by the City Attorney. See Annex L of the Orinda Emergency Plan.
_____	_____	Receive briefings from the City Manager or Public Information Officer. Ask for the following: <ul style="list-style-type: none"><li>• Area of damage to include streets, blocks or major building complexes</li><li>• Injuries and fatalities</li><li>• Response effort-what is city doing?</li><li>• Evacuation?</li><li>• Shelters?</li><li>• Outside assistance from county, state or federal?</li><li>• What message do we need to convey to the media?</li><li>• other_____</li></ul>
_____	_____	Tour the damage area when it is safe.

DATE/TIME      INITIALS

ACTIONS

RECOVERY PHASE

\_\_\_\_\_

Receive reports on damage and costs.

\_\_\_\_\_

Act on redevelopment issues.

\_\_\_\_\_

Approve requests for state and federal assistance.

\_\_\_\_\_

Meet with local citizens and business interests to keep them informed.





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